

**EFFECTS OF THE SKILLS DEVELOPMENT ACT 97 OF 1998 ON TRANSFORMING  
MANAGEMENT TRAINING AND DEVELOPMENT – A CASE STUDY OF THE  
GREATER TUBATSE LOCAL MUNICIPALITY**

by

**GERALD MOHLALA**

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Supervisor: Professor KG Phago

Co-Supervisor: Dr Z Mpehle

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## DECLARATION

**STUDENT NUMBER: 3054-764-4**

I declare that EFFECTS OF THE SKILLS DEVELOPMENT ACT 97 OF 1998 ON TRANSFORMING MUNICIPAL MANAGEMENT TRAINING AND DEVELOPMENT – A CASE STUDY OF THE GREATER TUBATSE LOCAL MUNICIPALITY is my own work and that all sources that I have used or quoted have been indicated and acknowledged by means of complete references.

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SIGNATURE

(GERALD MOHLALA)

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DATE

## DEDICATION

This study is dedicated to the following people who in many ways shaped the trajectory of my existence:

My late father, Johannes Magabolle Mohlala

My late mother, Maria Sehorane Mohlala

My step-mother, Dorah Mamasegare Mohlala who raised me since childhood

Special dedication also to my late wife, Leah Maboko Mohlala

My children, Mathapelo, Tshegofatso, Lefa Snr, Karabelo and Lefa Jnr

I would like my children to know and remember that nothing is impossible if you put your heart and mind in it. I pray to God that they master the power to achieve more than their old man.

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## ABSTRACT

This study explored the effects of the *Skills Development Act 97 of 1998* on transforming municipal management training and development. The pre-1994 education and training was premised on the policy of separate development. This policy prevented the majority of the people, mainly blacks, from receiving adequate training and development. Resultantly, training and development in South Africa have assumed significance since the adoption of a constitutional democracy, especially at the local government sphere which constitutes the coalface of service delivery. Investment in human resources training and development at management level is imperative for institutions to gain strategic and operational advantage.

Analysis and interpretation of data in this study were undertaken through official document analysis, interviews and structured questionnaires. The major findings of the study indicate that according to the first objective the majority of respondents are qualified as they possess higher education qualifications due to the assistance of the municipality, with nearly half currently involved in furthering their studies. As far as the second objective is concerned, the researcher found out that the majority disagree with the statement that opportunities are created to motivate employees to use the workplace as an active learning environment to acquire new skills. Further analysis and interpretation of data show that according to the third objective the majority of respondents do not undertake crucial management courses relevant to the workplace. Final data analysis and interpretation of the fourth objective reveal that the majority of respondents are not aware of the support and financial investment in education, training and development of municipal officials, due to aspects such as lack of consultation and transparency.

**KEY WORDS**

Development

Learning institution

Management

Training

Transformation

Effects

Skills

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## CHAPTER ONE

### GENERAL INTRODUCTION

#### 1.1 INTRODUCTION

Transforming municipal management training and development is an important aspect in government, as municipal management is legally bound to ensure improvement of basic service delivery at the local government sphere. Since the dawn of the new democratic dispensation, as espoused in the Constitution of the Republic of South Africa, 1996 (hereinafter referred to as the 1996 Constitution), public administration is required to be based on good human resources management and career-development practices to maximise human potential.

The study focuses on municipal human resources management, with an emphasis on the extent to which transformation of management training and development, in line with the *Skills Development Act* 97 of 1998, has progressed. The locus of the study will be the Greater Tubatse Local Municipality (GTLM) located in the Limpopo Province. In order to put the above into perspective, this chapter discusses the background and rationale to the study with some theoretical considerations. Further, the problem statement, objectives, conceptual clarification, research design and methodology, significance of the study, research scope and delimitations of the study, as well as an outline of chapters receive attention.

## 1.2 BACKGROUND AND RATIONALE

The GTLM serves a mainly rural community located in the eastern Limpopo Province bordering the Mpumalanga Province. According to the *Natives Land Act 27* of 1913, natives (Africans) were deprived of owning land and were forced into the so-called *Bantustans*, land demarcated on the basis of tribal and ethnic background. This law was later supplemented by the *Group Areas Act 36* of 1966, which essentially prevented different racial groups from settling in the same area. Black communities had no choice but to settle in the *Bantustans*, as the system involved forced removals to perpetuate the idea of separate development. *Bantustans* for the various tribal groupings, in this case the Bapedi in the Limpopo Province, were mainly rural, arid and underdeveloped. The policy of separate development divided the people of South Africa into the privileged with developmental infrastructure such as exclusive schools and institutions of higher learning and the less privileged who were surrounded by underdeveloped physical and human resources. Separate development therefore meant that Africans were subjected to minimal levels of human resources training and development.

Communities were dumped far from cities, with access routes difficult to manoeuvre, thus limiting the free movement of the people of the GTLM to places such as Praktiseer or Jane Furse (towns within GTLM), the only places in the vicinity with secondary schools and institutions such as vocational colleges for further education and training. Whereas forced removals occurred in around 1973, accessibility to some institutions of higher learning such as the University of Limpopo, which is situated about a hundred and twenty kilometres from the GTLM, still remains a challenge due to a poor transportation system and roads infrastructure. The Sekhukhune area, which falls under the GTLM, was declared by the erstwhile President Thabo Mbeki's administration to be a development priority area, owing to the high level of impoverishment, illiteracy and unemployment (DPLG: Project Consolidate, 2007).



The pre-1994 regime ensured that communities were abandoned in squalid conditions without proper basic services and amenities, due to dysfunctional and undemocratic local governments. Black local government affairs, such as for the provision of housing and sports facilities, were centrally controlled by white administrators under various boards, such as the Bantu Administration Board (Craythorne, 1997:6). However, the post-1994 constitutional dispensation heralded the era of local government restructuring and transformation for benefiting the majority of the people.

The initial restructuring of local government was expressed through the *Interim Constitution of South Africa Act 200 of 1993*, section 174 (1) which made provision for the establishment of democratic local government to provide services such as training and development of human resources, especially to managers who would function effectively and assist with the transformation of society. The process of restructuring local government is intended to put in place democratic governing structures and means of development such as a well developed network of roads to enhance the easy movement of goods and people. Despite the mentioned challenges of the GTLM, the process of establishing developmental structures such as institutions for further learning to train and develop management is gaining momentum as a training centre has been built in the Steelpoort area (a small town within the GTLM), which is regarded as one of the fastest growing towns in the GTLM. Some efforts to train and develop employees, especially the management cadre, are being implemented, thanks to the extra funding from the Xstrata Mining Group located in the area. The Xstrata Mining Group is the company that extracts minerals such as chrome and vanadium from the GTLM area.

As Vena (2010:2) reports in the *Mail & Guardian* newspaper, the Tubatse Activist Forum (TAF), a community organisation concerned with issues of service delivery, maintains that the primary cause of service delivery problems in the area is that people without leadership and financial skills or subject matter knowledge have been politically deployed in critical positions. Despite the concerns over lack of proper management

and leadership skills, the GTLM Service Delivery Budget Implementation Plan (SDBIP) 2007/8 reports that a total amount of R1 010 000 was committed to training and developing five from a total of eleven directors, in Leadership Development Training. Transformation of training and development in the new constitutional framework is intended to ensure the availability of opportunities to realise potential that would eventually lead to improved service delivery. According to the *Local Government: Municipal Systems Act* 32 of 2000, a municipality must develop its human resource capacity to a level that enables it to perform its functions and exercise its powers in an economical, effective, efficient and accountable way.

Municipal services therefore require strategic and systematic capacity building to improve the skills and knowledge levels of management to be in line with the changing nature of the environment in South Africa. Municipal management training and development could contribute towards enhancing South Africa's development potential by turning the working environments into learning institutions, and eventually to nurture latent talent. Learning institutions are places offering a stimulating atmosphere wherein talent and potential could be discovered and developed through learning interventions such as in-house training. In his article, Nengwekhulu (2009:344) asserts that municipal services can be defined as an administrative vehicle through which governments are able to deliver services to the citizens. According to Cheminais, Van der Walldt and Bayat (1998:1) it is of fundamental importance that effective and efficient public human resources are placed in the right positions to improve municipal service delivery. In order to ensure effectiveness, thorough human resources planning become crucial in anticipating the need for future skilled employees.

Nengwekhulu (2009:351) stresses that shortage of quality skills has a critical bearing on managerial capacity and impacts on government service delivery. The GTLM remains in need of strategic planning for long-term service delivery such as provision of clean and running water. Vena (2010:2) reports that the TAF remarked in their memorandum of

demands to the GTLM on 11 February 2010, that the majority of villages and towns in the GTLM are often without running water due to inefficiencies caused by lack of proper managerial planning skills within some sectors of the Municipality. To this effect the South African Local Government Association (SALGA) – an association of organised local government – has, in partnership with institutions for further and higher education and business, embarked on remedial measures such as the Joint Initiative on Priority Skills Acquisition (JIPSA) to tackle the problem of lack of relevant skills (Portfolio, Municipalities in South Africa 2006:146). In order to tackle issues of strategic importance, managers in the GTLM require various skills such as decision making, negotiation and communication (Van der Walddt & Knipe, 2007:193). Such skills could be acquired through well-designed training and development programmes. The *Skills Development Act 97* of 1998 makes provision for the establishment of the National Skills Authorities, which among others, will have the function of advising the Minister of Labour on a national skills development policy and strategy as well as guidelines on implementation.

Furthermore a Local Government Sector Education and Training Authority (LGSETA) has been established in terms of the *Skills Development Act 97* of 1998 for local government. Some of the functions of a LGSETA are expected to be the following:

- To develop a sector skills plan within the framework of the national skills development strategy;
- To implement its sector skills plan by establishing learnerships, approving workplace skills plans, allocating grants to employers and training providers, and monitoring education and training in the sector;
- To promote learnerships by identifying workplaces for practical work experience;
- To register learnership agreements;

- To apply to the South African Qualifications Authority for accreditation of learning programmes.

The LGSETA is expected to play a crucial role in the GTLM due to the existence of widespread mismanagement as many development projects, such as road paving, remain unfinished, or those projects that are completed demonstrate a lack of adequate planning, skills and professionalism (Vena, 2010:2). As Du Toit, Van der Walldt, Bayat and Cheminais (1999:196) point out, improving municipal service can only be achieved through the skills of public managers and the resources that public institutions possess. Management constitutes an integral and leading part in managing change and conflict, as the privileged still want to maintain the socio-economic *status quo* during transformation. This leading role will be in keeping with the legislative imperatives as contained in the *Skills Development Act* 97 of 1998 which requires employees to be afforded opportunities to acquire new skills, and to use the workplace as an active learning environment in order to improve productivity in the workplace.

It is in this context that due to the challenges in capacity to deliver quality municipal services, this study intends to describe the transformation of municipal management training and development policy at the GTLM. As Vena (2010:2) continues, the TAF complain about levels of management literacy and skills, as competency of staff is minimal due to the inefficient and ineffective management and administration of the GTLM. One of the concerns remains the failure to account for financial matters, such as no financial performance reports, as stipulated in the *Local Government: Municipal Finance Management Act* 56 of 2003. The GTLM is mainly a rural developmental area which stands to benefit from understanding the effects of managerial training and development within the context of national guidelines. Some of these guidelines are contained in the 1996 Constitution.

### 1.3 STATEMENT OF THE PROBLEM

The pre-1994 education and training was premised on the policy of separate development whereby the majority of the people did not receive adequate human resources training and development. Craythorne (1997:491) emphasises that this system of separate development based on racial justification denied access to learning opportunities for the majority of the oppressed African people due to inadequate funding and lack of properly trained human resources. Communities were denied the opportunity for consultation and prompt access to accurate information on training and development. This kind of government policy of deprivation led to the breeding as well as organisation of contempt and disdain among the various progressive sectors of the community both inside and outside of the country. It was due to this antagonism caused by the system of deprivation in general, and for training and development in particular, that change became inevitable. People's antagonism led to the organising of protest against the apartheid system.

The oppressive apartheid state machinery came under pressure due to the active protest of the oppressed people. For example, the 1976 Soweto Uprising involved the youth and students who engaged the erstwhile government about the inferior education offered to non-white South Africans. It was with the demise of the apartheid government, the pre-1994 debates on democratic South Africa, the 1994 democratic elections, and the adoption of the 1996 Constitution that the process of transformation of society began to unfold. The dawn of the new democratic environment heralded with it legislative prescriptions such as the White Paper on Reconstruction and Development Programme of 1994 (RDP) was aimed at assisting the dismantling of the vestiges of separate development and the rebuilding of the socio-economic structure of the country. Central and congruent to nation-building was the reconstruction and development of education and training which aim to provide an institutional framework to devise and implement sector and workplace strategies to develop and improve the skills of the

South African workforce. According to the GTLM Integrated Development Plan (IDP) (2008/9), from the total of two hundred and twenty-nine councillors, managers and officials, one hundred and twelve were trained in various skills such as financial management and computing.

According to section 152 (1) of the 1996 Constitution, the objects of local government are to provide democratic and accountable government for the local communities, to ensure the provision of services to communities in a sustainable manner, and to promote social and economic development. In order for the local government to implement these objectives, it is necessary to adjust municipal management training and development approaches in keeping with the legislation. Section 153 (b) of the 1996 Constitution also states that a municipality must participate in national and provincial development programmes such as training and development. Section 2 (1) of the *Skills Development Act* 97 of 1998 highlights its purpose as to:

- Develop the skills of the local government workforce;
- Increase the levels of investment in education and training in the labour market and to improve the return on that investment;
- Encourage municipal management to use the workplace as an active learning environment;
- Provide municipal management with the opportunities to acquire new skills;
- Encourage management to participate in leadership and other training programmes;
- Improve the employment prospects of persons previously disadvantaged by unfair discrimination;

- Redress those disadvantages through training and education; and
- Ensure the quality of education and training in and for the workplace.

Realisation of the *Skills Development Act 97 of 1998* process of transformation therefore requires a properly planned and researched strategy for implementation. This realisation is necessary especially at local government sphere since this is the sphere closest to the community. The LGSETA (see also section 1.2 above) is faced with the challenge of addressing transformation of municipal management training and development. It is therefore with the foregoing argument that the study would like to raise the following question:

- What are the transformation effects of the *Skills Development Act 97 of 1998* on management training and development within the GTLM?

#### **1.4 OBJECTIVES OF THE STUDY**

In order to address the above research question, the following study objectives are outlined:

- To understand the extent to which the management cadre is trained and developed;
- To describe the extent of opportunities created to motivate employees to use the workplace as an active learning environment to acquire new skills;

- To explain the relevance of training and development programmes in the workplace;
- To understand the support and financial investment in training and development.

## **1.5 CONCEPTUAL CLARIFICATION**

The following concepts are clarified as they are frequently used in this study.

### **1.5.1 Skill(s)**

Boyatzis (1982:33) refers to a skill as the ability to demonstrate a system and sequence of behaviour that is functionally related to attaining a performance goal. Management can enhance their role as agents of transformation through skills training and development. Most management skills, such as planning and organising, could well be developed through participation in well structured training programmes such as municipal finance management. Skills development, according to section 2 (1) (e) of the *Skills Development Act 97 of 1998*, intends to redress the unfair discrimination in training and development experienced by the majority of Black people during the apartheid era. In this study, skill is understood to be the ability to undertake duties and responsibilities as expected and required by both operational as well as strategic members of the municipality.



### **1.5.2 Training**

Training is regarded as being coached or accustomed to some form of behaviour or performance (Morris 1969:750). The aim of municipal management training should be to bring permanent change in attitude and skilled behaviour in the performance of jobs in the local government. As a means to bring about better municipal management performance, it must therefore be possible to measure the effects of performance according to the requirements of the institution. It should be noted that training consists of those intentionally planned interventions to improve performance at both the individual and institutional level. Training at local government has become crucial since the dawn of the democratic dispensation whereby municipalities are to change from controlling to serving.

Training in municipalities becomes relevant as a means to meet the challenges posed by transformation as management constitutes the guiding force through the labyrinth of change. The institution of training programmes will assist in the assessment of both individual and institutional performance against set policy benchmarks. Institutionally-initiated training could lead to reduced employee turnover due to higher morale, motivation and job satisfaction of employees. Municipal management training becomes important since management is concerned with the process of getting things done – such as maintaining a clean and healthy environment – according to policy through the involvement of the local people.

### **1.5.3 Development**

Development refers to an act of expanding or realising the potential for higher performance inherent in human resources. It could also be viewed as an act of

gradually exposing the potential of human resources to an increasingly complex state (Morris 1969:437). Development is a process through which municipal employees at various levels are exposed to higher and more complex tasks, such as budgeting, to prepare them for future senior municipal responsibilities and competencies. According to Craythorne (1997:322) development seeks to take the latent talents that exist and provide the means whereby they could be drawn out to enrich both the individual and the institution as it offers management higher latitudes of competence and responsibility. At local government sphere, this development should be about empowering municipal managers at different hierarchical levels to be able to make informed choices and decisions. Therefore development is a necessary tool for succession planning to prepare employees for future responsibilities in a changing environment.

#### **1.5.4 Policy**

According to De Coning and Wissink (2011:7) policy could be referred to as a public sector statement of intent. Policy becomes preemptive and proactive by specifying the basic principles and ideals that society needs to pursue and attain. As a means to accomplish institutional objectives, policy interprets the values of society and is used by management for alternative worlds. It needs to elaborate on what is to be done, such as approaches to be followed in managerial training and development, in order to satisfy institutional needs. Policy directives help in rationalising decision making according to local government context. At the local government sphere, policies are usually introduced and presented as transparent and formal documents to inform and guide the activities and decisions of the stakeholders. The adoption of a clear line of action is crucial as municipal management training and development can only occur in a prescribed context specified through policies.

### **1.5.5 Transformation**

Transformation in the context of the South African political landscape could be regarded as the process that was heralded by the historic and democratic elections of 1994 and the adoption of the 1996 Constitution. This epoch was about the fundamental change from a society based on racial discrimination associated with denial of basic human rights of the oppressed majority (especially Africans and women) to a society based on a constitutional democracy. Central to this transformation is the empowerment of those previously disadvantaged through relevant municipal management training and development (RDP White Paper 1994). This change in empowering municipal management is driven by the government and is an ongoing process, occurring over time, and which demands periodical reviews, such as this research which seeks to contribute to the understanding of such empowerment.

### **1.5.6 Learning institution**

Senge (1990) is of the opinion that learning institutions are places where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning how to learn together. Learning institutions create collective synergy in encouraging the culture of learning across all levels of the institution.

The foregoing indicates that the local municipality needs to develop into a learning institution in the creation and distribution of workplace knowledge. Creation and distribution of workplace knowledge becomes essential if municipal management is to attain the objective of ensuring provision of services, such as water reticulation, in an

affordable and sustainable manner. In order to encourage development of the learning institution, local municipalities need to create an atmosphere of transparency, open communication and readiness to accept new ideas and experimentation.

### **1.5.7 Management**

Management refers to the process of getting things done effectively and efficiently through and with other people (Robbins & De Cenzo, 2004:7). In the context of local government the process of getting things done effectively and efficiently refers to the manner in which managers are skilled and developed to engage in transparent relationships with their subordinates and communities to promote socio-economic growth in creating developmental projects such as dam building for the provision of water and electricity. Local government management carries the duty of engaging in the process of planning what needs to be done in order to improve the service delivery and lives of the local people. Local government, together with other key stakeholders such as the LGSETA and SALGA therefore carry the responsibility of ensuring that transformation of training and development is in line with the changing nature of the local government in instilling the notion of a learning institution.

Management in the context of the GTLM will be restricted to the directors and corporate managers, as they form the core in the process of proactive problem solving through engagement in strategic planning, organising, staffing, directing and controlling. Such management functions are crucial in the realisation of institutional objectives, such as institutional development and capacity building to enhance service delivery. To further consolidate the activities of this study, methodological and design approaches are discussed below.

## 1.6 RESEARCH DESIGN AND METHODOLOGY

A research design refers to the overall approach used to probe the problem under investigation, and it includes methods of data collection which in qualitative and quantitative studies could be more flexible and are usually specified in general terms prior to the actual study (Gray, 1996:218). According to Mouton (1996:107) a research design enables the researcher to anticipate what the appropriate research decisions should be so as to maximise the validity of the eventual results.

The research design to be followed in this study is that of a case study. According to Salkind (2009:213) a case study design explores the unit of analysis, be it a single person, groups or institutions, in an intensified manner as the research aims at close examination and scrutiny and the collection of a great deal of detailed data. In this case study, the particular institution for examination and scrutiny in terms of transformation of training and development, is the GTLM, which will form the focus of the study. A further advantage of a case study is that it encourages the use of several techniques to obtain the required data and information. Participants will describe their experiences as informed by their current level of training and development, and their description of the extent of transformation in education, training and development, in the endeavour to increase and improve on service delivery (Van As & Van Schalkwyk, 2000:55).

Denscombe (2010:139) mentions that researchers can improve their confidence in the accuracy of findings through the use of different (mixed) methods to investigate the same research problem. Firstly, the qualitative approach helps the researcher to gain insights into the problem being explored, develop new concepts and theoretical perspectives, and discover the problems that exist within different situations. In this regard the researcher is also able to test the validity of certain assumptions, theories and claims (Leedy & Ormrod, 2001:148). The real world could be different from the

perspectives of the researcher, the participants and the audience. It is therefore the duty of the researcher to report faithfully, relying on the real voices and interpretations of the participants as heard in the context of the study.

According to Babbie and Mouton (2001:6), scientific knowledge is the outcome of rigorous, methodological and systematic inquiry, hence the qualitative research methodology, as a means to understand and create meaning of people's definitions of their situation, will be employed. In this study, the process and meaning of the experience of municipal management training and development approaches will be described by those involved in management – Directors and Corporate Managers. It becomes important for the researcher to be open-minded so that the voices of the essence of the experience of planning and delivery of training and development can be heard, recorded and given meaning.

Secondly, according to Babbie (2005:414) a quantitative study is concerned with researchers converting data to a numerical form and subjecting it to statistical analysis. In this study, quantitative data analysis is undertaken through the use of computer programmes such as the Statistical Package for Social Sciences (SPSS). The advantage of quantitative analysis is that it provides the researcher with confidence as the analysis of the quantitative data provides a solid foundation for description and analysis (Denscombe, 2010:269).

To further understand the application of the research design and methodology of this study, it is necessary to describe the data collection tools. In this regard, the tools of data collection are used in the context of the mixed (both qualitative and quantitative) approach in a case study design. These tools are questionnaires, interviews and analysis of official documents.

### **1.6.1 Structured questionnaires**

This study has undertaken a structured questionnaire approach. This is useful for the SPSS analysis (also see Chapter five for discussion of data collection, analysis and interpretation). The Likert scale type of structured questionnaire was used in this study (see also Appendix 2). Swanson, Watkins and Marsick (1997:99) mention that although questionnaires are not easy to construct, when they are accurately compiled there is no tool more efficient for obtaining data from a large, dispersed population. While this assertion is controversial, the use of the questionnaire proved to be cost-effective as it was possible for the researcher to deliver questionnaires to one central person who subsequently delivered them to the various respondents. According to Salkind (2009:110) reliability of an instrument of research is ensured when it measures the same variable more than once and results in the same outcomes. The structured questionnaire used in this study complies with the requirement of reliability as it was made easy to understand and not cumbersome so that respondents could fill it in without supervision from the researcher; and it was able to reduce the element of personal bias (see also Chapter five section 5.2).

Another crucial factor to be considered in research is the aspect of validity, which according to Denscombe (2010:298), hinges around the extent to which research data and the methods for obtaining data are deemed accurate, honest and on target. Content validity in this questionnaire was ensured through consultation with an expert from the Academic Research Support Unit (ARSU) at the University of South Africa to verify that the questions actually address the objectives of the study (Salkind, 2009:118). Professionally-made questionnaires, which are not too long and are relevant in asking what the aims and objectives of the research are, are more likely to be completed and returned.

According to the GTLM Final Annual Report (2009/10) its total staff establishment is 237, with the number of approved posts for Directors and Corporate Managers being 38. However, at the time of the study, only 27 management posts were filled. From a purposive sampling of 27 respondents, 17 structured questionnaires were returned, constituting a 63% response rate. This therefore means that more than half the Directors and Corporate Managers (also see Figure 4.1 regarding the organisational structure depicting the HR section of the municipality) participated, thus enhancing the aspect of trustworthiness. The structured questionnaire was used as the respondents could be expected to be able to read and understand the questions; and the use of the questionnaire proved ideal as factual information was sought from the respondents. The questionnaire was made easy to understand as instructions for completion were given, and the wording of the questions was unambiguous and specific to the target group (Denscombe, 2010:161).

### **1.6.2 Interviews**

As Swanson *et al.* (1997:96) argue, an in-depth interview enables the researcher to gather great quantities of information from people in the workplace, or people who connect in various ways to the institution. The researcher made use of unstructured and unscheduled telephone interviews with two respondents in the municipality to corroborate information in the questionnaire (see also Appendix 4). The validity of the interviews was ensured through checking data with other sources such as the official documents and responses from the structured questionnaire. The validity of the interview was also enriched through the knowledge that the interviewees were senior and key role players in training and development in the GTLM (Denscombe, 2010:189). As Mouton (1996:157) posits, reliability during the interviews can be strengthened through assurance of anonymity and the rapport created with the interviewees. The unstructured telephone interview enabled the interviewer to gather as much information as possible as it enabled the interviewer to continuously probe for more and relevant



information by asking the respondents to make clarifications where necessary. It is also advantageous to employ personal interviews as the feedback to both the interviewer and the participant is instant (Van As & Van Schalkwyk, 2000:110).

### **1.6.3 Official documents**

As Denscombe (2010:216) posits, official documents can be treated as a source of data in their own right as they constitute the original and fundamental message intended by those concerned, such as lawmakers. The validity of official documents can be checked through corroboration with other sources such as questionnaires and the establishment of the origin of the official documents. The regularity of official documents such as annual reports enriches their state of reliability. Official documents such as government legislation and annual audit reports can offer information that is authoritative, objective and factual. The researcher made use of various official documents, which included government legislation, various council reports, IDPs, websites and newspaper articles which present up-to-date information on various aspects regarding the transformation of training and development. However, official documents, such as government statistics on training and development, also need to be treated with caution due to the unknown motives, expertise and authority of their authors.

## **1.7 SIGNIFICANCE OF THE STUDY**

The significance of this study could be derived from section 153 (a) and (b) of the 1996 Constitution which stipulates that a municipality must structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and to promote its social and economic development. Various scholars have therefore attached academic value to the endeavour towards understanding

issues of government management, especially at the local sphere, due to its proximity to communities.

Koma (2010:111) stresses the value of training and development in that the local government sphere should successfully shift from mediocrity to excellence in service delivery due to its constitutional and developmental mandate. Nzimakwe and Pillay (2010:124) are of the opinion that public sector institutions operate under constant pressure to deliver services to communities. Kanyane and Mabelane (2009:59) contend that performance management will only succeed if the skills capacity in the government sector is taken into serious consideration. In general, these authors maintain that performance management in the public sector is poor due to skills capacity challenges. They maintain that better management will only be possible if the institution is adequately equipped with skills capacities. It is with the forgoing arguments that this study will make a contribution to the scholarly endeavour by describing the transformation of training and development in the GTLM.

## **1.8 RESEARCH SCOPE AND DELIMITATIONS TO THE STUDY**

This research study focuses on human resources management at the local government sphere. The emphasis is on the extent to which transformation of management training and development, in line with the *Skills Development Act 97 of 1998*, has progressed. The focus of the study is the GTLM located in the Limpopo Province.

## **1.9 OVERVIEW OF CHAPTERS**

This study is composed of six chapters.

**Chapter One** provides an introductory and concise overview of the study. This chapter deals with the background and rationale to the study with delineation of some theoretical aspects, the problem statement, objectives, conceptual clarification, research design and methodology, significance of the study, scope and limitations to the study, and ultimately an overview of the chapters.

**Chapter two** provides the literature review in training and development which puts into context the issues pertaining to the theoretical aspects relating to skills, training and development. This review focuses on the endeavours provided by various scholars on the theoretical aspects of transformation of training and development. The central point made throughout this chapter asserts that improving local government service and product delivery to the public can only be achieved through the skills of public managers as they constitute the agents of transformation in society.

**Chapter three** discusses legislative provisions and bodies upholding municipal training and development. The significance of skills training and development in South Africa, especially at the local government sphere which represents the coalface of service delivery, is discussed through the progressive promulgation of various pieces of legislation, before the introduction of the *Skills Development Act* 97 of 1998.

**Chapter four** offers a descriptive overview of training and development in the Greater Tlhatse Municipality. The chapter offers a brief overview of the background information of the GTLM in order to gain a good comprehension of the municipality's prevailing training and development planning and implementation practices. The theory on determination of training and development needs is blended with the GTLM's practicalities. The Workplace Skills Plan and the Annual Training Report, the two fundamental documents used for planning and recording of the training and

development aspects, also receive attention. The chapter ends with training and development funding as practised in the GTLM.

**Chapter five** provides a detailed exposition on data collection, analysis and interpretation. The four research objectives, based on the main research question, form the basis of analysis and interpretation which lead to the major findings.

**Chapter six** offers a synthesis of the findings of the study. Furthermore, a factual evaluation on transformation of training and development in the GTLM is embarked on. Finally the researcher provides recommendations to improve training and development in the GTLM.

## **1.10 SUMMARY**

The major focus of this research is to explore and describe the extent of the effects on transformation of municipal management training and development. This chapter serves to provide an introductory and concise overview of the study. Chapter two presents the literature review to place the study in its proper scholarly perspective of training and development in the public sector.

## **CHAPTER TWO**

### **LITERATURE REVIEW: TRAINING AND DEVELOPMENT**

#### **2.1 INTRODUCTION**

The concept of municipal management skills, training and development was concisely discussed in section 1.5 of Chapter one. This chapter provides a literature review so as to put into context the issues pertaining to the theoretical orientations relating to training and development. The training and development literature review derives from completed dissertations, academic books and articles in scholarly journals. The chapter begins by providing both a definition and explanation of the literature review as a concept before embarking on the discussion and review of the various scholarly works on skills training and development.

Training and development are important in that public managers are continually faced with problems of innovation in their quest to transform the public sector from a centralised bureaucratic mechanism to a transparent and democratic mechanism. Transformation requires public managers to envision, design, plan, innovate and direct a responsive government in provision of service delivery, hence the desire for managerial skills.

## 2.2 UNDERSTANDING THE CONCEPT OF A LITERATURE REVIEW

A large body of knowledge on management training and development already exists to provide a good basis for this study. As Babbie (1998:112) explains, a comprehensive literature review addresses what other scholars have already said about the topic, what theories address the topic and whether there have been consistent findings about the topic. A literature review should assist in investigating whether past findings complement each other or whether flaws in the existing body of knowledge have been discovered that could be remedied by a new study. According to Mouton (2001:86), a literature review refers to the process of the checking existing scholarship of an available body of knowledge to see how other scholars have investigated a similar problem. In essence, by conducting a literature review, current researchers wish to find out how other scholars have theorised and conceptualised issues, what they have discovered empirically, and what instrumentation they have used and to what effect. Glatthorn and Joyner (2005:172) state that the purpose of reading previous works on similar aspects resides in the freshening of understanding of what has been learned about a similar problem.

Hofstee (2006:91) agrees with Mouton (2001:87) that a good literature review is comprehensive, critical and contextualised in that it will provide one with a theory base, a survey of published works that pertain to one's investigation and an analysis of that work. These authors also agree that the purpose of a literature review is to ensure that one does not merely duplicate previous studies, but to make one aware of what transpires in the field of interest. Furthermore, a literature review empowers one to discover the recent theoretical and empirical findings, and the relevance and significance of one's work in the field as well as the potential for discovering new knowledge. Dane (2011:18) agrees with the opinion that the relationship between research and theory is strong, and that research results are always placed in the context of existing theory and provide a framework for new ideas about the need to

undertake research. Correct comprehension of concepts will therefore play a significant role in the contextualisation of the research study. From the foregoing, it becomes necessary to undertake a literature review on training and development and other related concepts.

### **2.3 LITERATURE REVIEW ON TRAINING AND DEVELOPMENT**

Nel and Werner (2004:522) are of the opinion that proper human resources management plays a major role in the identification of challenges faced by the institutional need for human resources performance and productivity. In this regard human resources training and development management should especially be aligned to the institution's strategic developmental objectives, in order to ensure proper institutional skills audit and assessment. As Swart, Mann, Brown and Price (2005:2) assert, institutions consist of people, and people matter because in the highly competitive environment in which government institutions such as municipalities operate, human capital has become a special strategic commodity in gaining advantage over others. Human resources skills training and development therefore become an important role for institutions to nurture potential and expose creativity and quality.

Managers in the public service need to align their potential with departmental objectives in order to make skills training and development a necessity if departments are to keep track and meet the expectations of both the internal and external environments. Nzimakwe and Pillay (2010:127) are of the opinion that the public service needs to realise the need to respond to the needs of people, but it cannot respond positively if public managers are not able to cope with the demands of transformation, such as the impact of Information and Communication Technology (ICT). In her study as fulfillment for the requirements of a doctoral degree in Public Management, Van Dijk (2003:1) undertook research to assess the status of training in the Department of Public Service

and Administration (DPSA) with a view to improve future human resource skills training and development initiatives. The study sought to discuss the quality of training provided as it relates to job performance, attitudes and service delivery. Van Dijk (2003:224) concluded that there is a need for the DPSA to increase its strength in terms of determining departmental training priorities, ensuring the financial feasibility of training courses, and anticipating the obstacles to implementing successful training courses. The study made a recommendation that the DPSA should ensure that individuals understand the importance of their positions within the hierarchical structure as well as understand the significance of individual capacity in order to ensure departmental effectiveness and efficiency. This study is important as it strengthens the importance of aligning employees' individual with institutional objectives, with the view to providing relevant training and development to improve both individual and institutional performance.

In a similar study, Kamfer (2005:12) undertook research to determine the effects of training and development on the performance and job satisfaction of managers at a non-profit organisation, the Haven Night Shelter Welfare Organisation (HNSWO). While the study was undertaken from the discipline of social work, the area of research is similar to this study as it addresses training and development challenges. The study sought to establish how the performance of the managers could benefit from a training and development programme. The study was motivated by the perennial manager turnover at this institution. The affected managers did not participate in the induction process and lacked knowledge of basic human resources management training such as performance management. The researcher mentions the nature of the problem as being the lack of a comprehensive institutional management outcomes-based training programme to support and guide newly appointed and promoted managers. This study notes the amount of attention given to the development of institutional rules and regulations at the expense of managerial skills training and development.



The study by Kamfer (2005:14) used ethnographic studies and historical research methods as it sought data on the historical-social context in which members of the group lived. Kamfer (2005)'s purpose was to explore social phenomena and the culture of the participant managers and institutions. Components for investigation thus included power relations, attitudes, self-confidence, leadership skills, and management styles.

The findings of Kamfer (2005) reveal that the managers were resigning their posts at the institution as they felt they could not cope with the demands of the institution, such as budget planning, communication or interpersonal skills. The findings of the study also enrich public sector literature on training and development since the said institution is also engaged in service delivery to the public, especially the homeless. Kamfer (2005) recommends that a training programme consisting of four modules needs to be attended by employees at management levels. In general, these four modules consist of the following aspects:

- Management functions (planning, organising, leading and controlling);
- Management competencies (client care; decision making; communication and interpersonal skills; administration skills and power relations);
- Human Resource Management functions (recruitment; selection; induction; training and development; career management; health and safety; performance appraisals); and
- Labour relations (grievance policy and South African labour laws; institutional politics and the disciplinary code of conduct).

While it is not within the scope of this chapter to fully discuss the contents of the various recommended modules, suffice it to mention that the Kamfer (2005) study concludes

that the institution of skills training and development for managers needs proper planning and ownership from all levels of management and the entire institution. Due to the previous apartheid socio-economic environment which disadvantaged the majority of African people and prevented them from undergoing management skills training and development, transformation of training and development is therefore necessary.

In his article on the analysis of the challenges facing the post-1994 public service delivery, Nengwekhulu (2009:344) asserts that public service can be defined as an administrative vehicle by means of which governments are able to deliver various services to the people, such as provision of electricity. The article concedes that although the public service is faced with a plethora of challenges such as nepotism, corruption, interference in the day-to-day administration of departments by political principals such as MECs and Cabinet Ministers, skills shortages do occupy a central role in the delivery or lack thereof of public services. Nengwekhulu (2009:352) mentions that although placement should be based on merit, a considerable number of senior managers are appointed because of their allegiance to ruling political parties. This trend of appointing senior management is better known as cadre deployment in the South African public sector. Nengwekhulu (2009:351) stresses that a shortage of quality skills has a critical bearing on managerial capacity and impacts on government service delivery. The reality is that management requires skills and these skills are acquired through training and development because nobody is born a manager. This author further posits that the general qualification through which a public manager is supposed to acquire formal management skills is a degree in Public Administration. This discussion concludes by arguing that it is necessary that public managers be sent to management training courses immediately after their appointment in order to be conversant with the prescriptions of the *Batho Pele* principles, which aim to transform the public service into an institution responsive to the needs of the citizens. As the level closest to the community in basic service delivery issues such as provision of clean and running water, management at local municipalities are prone to public scrutiny in the

conduct of their duties. Penceliah (1996:118) agrees that human resources skills training and development should expose human resources to functioning according to normative values such as fairness and participation.

In the article entitled *Training as an essential tool for successful local government transformation: Developing the culture of learning in municipalities*, Mothae (2008:820) holds the view that continuous training and development is necessary to encourage and foster continuous learning required for successful transformation in the local sphere of government. The view is based on the fact that various and major socio-political changes that lead to systemic transformation to address the needs of communities are occurring in South Africa. Because municipalities are closer to the people, they need to conduct their business in a manner that will improve the wellbeing of the citizens. Mothae (2008) also believes that at the heart of this transformation process are the municipal officials who play a pivotal role in the development of the nation for a better and improved existence. It is necessary that these officials are capable, willing and ready to effectively and proactively respond to and manage the changing circumstances in the municipal environment. In order for management to be able to respond to the various and complicated service delivery challenges, such as implementation of the spatial policy, training and development are deemed necessary.

Another contribution in the field of management training and development in the public sector was undertaken by Matshego (2007) to assess the institutional support for capacity building of senior public servants in the North West Province of South Africa. In this study for a doctoral thesis entitled *Capacity building support in the senior public service of the North West Province of South Africa: Issues for leadership and governance*, the author assesses institutional support for capacity building of the senior public servants in the North West provincial government. The study argues that many of the problems of service delivery in South Africa, especially in the North West Province, have either been inherited from the apartheid era or are a product thereof. The author

mentions that over-centralisation of management control in provinces without proper performance targets, and little monitoring of performance to improve service delivery exist. STaff lacks sufficient skills or understanding of managerial performance aspects such as financial management to oversee proper project funding.

The study by Matshego (2007:170) is a descriptive case study which employed the use of data collection instruments such as official documents, structured interviews and a questionnaire. The participants, senior servants and human development staff, came from the Departments of Health, Education and Social Development. The study established the lack of linkages between strategic planning and human resources planning as there was no single written human resources plan in place. There was equally no human resources management plan for senior management staff. Of particular significance, the study established that no training and development strategies for the senior management existed. Matshego (2007:179) concludes that without a human resources plan for senior management, it is difficult to develop leaders who can manage the challenges inherent in a transforming environment such as the North West Province. As in the local sphere of government, effective public service currently requires systematic and holistic institutional capacity support with a view to constructive managerial training and development for effective service delivery.

According to Penceliah (1996:118), the effect of discrimination in employment has created momentous challenges such as a lack of on-the-job training in computer skills for a competent and representative workforce. To remedy the effects of labour discrimination, a viable human resources training and development policy is required. A framework that can serve as a guide in developing an affirmative action compliance strategy will be essential for use in the local government context. The article maintains that in the South African context, management skills training and development constitute a crucial element in the process of transformation, so as to empower those people who were previously disadvantaged by the policy of separate development. It is

therefore crucial that for the training and development to be effective, a learning institution or environment be facilitated and developed. The following section will elucidate the importance of the relationship between acquisition of training and development and a learning institution.

Synthesis of the above section points to the importance in human resources strategic planning. South Africa is in the process of transformation from a system based on separate development to a system based on constitutional democracy. It is in this respect that institutional human resources training and development add value towards the realisation of the transformation goals of empowerment, especially to the previously disadvantaged groups. Training and development in the GTLM are necessary to ensure socio-economic development for the general upliftment of the community. In the following section aspects on training and development and a learning institution are discussed.

## **2.4 LITERATURE REVIEW ON TRAINING AND DEVELOPMENT AND A LEARNING INSTITUTION**

Senge (1990:3) defines a learning institution as an environment where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning to learn together. Institutions that will enjoy future and sustainable competitive advantage will be those that realise the significance of tapping people's commitment and capacity to learn at all institutional levels. In his longitudinal study of eleven years in developing and conducting Innovation Associates' Leadership and Mastery workshops, which involved more than four thousand corporate senior managers, Senge (1990:6) stresses that the following aspects are crucial in the development of a learning institution:

- Personal mastery: this refers to a special level of proficiency. Personal mastery can further be clarified as the discipline to continually clarify and deepen personal vision, focusing energies and seeing institutional reality objectively.
- Building shared vision: institutions should be able to bind people around a common identity and a sense of destiny in developing genuine and transparent vision that will drive people to excellence through learning. The practice of a shared vision involves the skills of unearthing a shared path for the future that fosters genuine commitment and enrolment rather than compliance and force.
- Team learning: teams learn better than individual members as they can develop extraordinary capacities and results through coordinated action. Where teams are truly learning, individual members grow much more than they could in isolation.
- Mental models: these constitute deeply ingrained assumptions or generalisations that influence the manner in which people view the world; and decisions that people take in order to solve institutional challenges. The discipline of working with mental models starts with learning to unearth people's pictures of reality and bringing them to the surface and holding them up against rigorous scrutiny.
- Systems thinking: this approach postulates a view that institutions should steer their employees towards the ability to analyse occurrences as part of a broader system, such as the environment (internal and external).

The relevance to this study lies in that even though concentration is on senior corporate managers, the findings about basic disciplines such as systems thinking, personal mastery and shared vision can also be applied to public managers and elected officials. The reason for the generalisation to public managers resides in that all were in leadership and management positions of importance in institutions engaged in the continual process of improving on service delivery, such as provision of water. Managers need to be trained and developed to share a single vision and work in groups

to uplift the general wellbeing of society. Mothae (2008:826) is of the same opinion that some of the learning institutions' implications are that training is continuous and takes place at all times for as long as the employee is in the institution; and training and learning as such should be as rapid as the changes taking place in an institution. This requires municipalities to be learning institutions to instill learning and transference of managerial skills.

Penceliah (2010:191) stresses that in an institutional context, while individuals possess the propensity and capability to learn, the structures and institutional climate in which they have to function need to be conducive for reflection and engagement. It is also in this respect that, among others, the DPSA states that learning institutions should be able to provide for sufficient resources to meet the demands of the job, and institutions should be able to empower employees through skills training and development. A learning institution should foster and champion an environment that nurtures qualities such as trust, respect, morality, integrity, loyalty, dedication and commitment. A learning institution should also create a culture of ownership so that the employees feel as if they are working for themselves, to provide opportunities for both individual and team work, and to provide proper communication channels for employees (DPSA, 2006).

## **2.5 CONCLUSION**

This chapter provides a literature review to put into context the issues pertaining to the theoretical aspects relating to training and development. The literature review focused on the research provided by various scholars on the theoretical aspects of training and development. The training and development literature review derives from completed dissertations, books, and journal and newspaper articles. The central point focused on through in this chapter asserts that improving local government service to the public can only be achieved through the skills of public managers as they constitute the agents of

transformation in society. The next chapter provides an overview of training and development legislation in South Africa, especially on how it affects local government.



## **CHAPTER THREE**

### **LEGISLATIVE PROVISIONS AND BODIES UPHOLDING MUNICIPAL TRAINING AND DEVELOPMENT IN SOUTH AFRICA**

#### **3.1 INTRODUCTION**

Chapter two deals with the literature review on training and development. The purpose of this chapter is to describe an overview of legislation and bodies upholding training and development in South Africa. The emphasis in this chapter is on the background to the promulgation of the *Skills Development Act 97 of 1998*. Affirmative Action, as contemplated in the White Paper on the Reconstruction and Development Programme (RDP) of 1994 is also discussed. The role of SAQA, SALGA and the LGSETA, as the three main legislative bodies facilitating training and development, also form a focus of this chapter. Finally this chapter discusses the legislative prescriptions to guide the compilation of a Workplace Skills Plan (WSP) and Annual Training Report (ATR) by municipalities.

#### **3.2 OVERVIEW OF LEGISLATION TRANSFORMING TRAINING AND DEVELOPMENT**

Municipalities operate under enormous pressure to provide basic service delivery efficiently. This pressure means meeting and even exceeding local and national targets as well as the expectations of people in the local community. In addition to these pressures, there are expectations to deliver on government's election promises. In order to carry out all the deliverables of local government, municipalities sometimes indicate

that they regard people in their institutions as their most valuable assets (Portfolio, Municipalities in South Africa, 2006:41).

The realisation that people in government institutions are regarded as the most valuable assets can best be illustrated through various government legislation forming the background context prior to the promulgation of the *Skills Development Act 97* of 1998. Owing to the disintegration of a segregated society based on skin colour and geographical location, it was necessary for the South African society to be reconstructed to do away with all the vestiges of apartheid rule. According to section 1.4 of the RDP White Paper (1994:7) training and development of the human resources constitute one of the programmes to be undertaken by the new democratic government. The programme for the training and development of human resources underpins an important milestone in the endeavour to empower those previously disadvantaged people to participate in the transformation of South African society on the basis of skill and creativity.

Section 195 (1) (h) and (i) of the 1996 Constitution mention that public administration must be governed on democratic principles and values such as good human resource management and career-development practices in order to maximise potential; and to be broadly representative of the people of South Africa with employment and personnel management practices based on ability and fairness with the need to redress the imbalances of the past. Furthermore, the White Paper on Public Service Training and Education (1997:2-4) anticipated a new training system that will among others, be:

- Strategically linked to broader processes of transformation and human resources development within the public service;

- Capable of promoting positive learning outcomes which add value to individual and institutional capacity; and
- Flexibility and decentralisation within national norms and standards.

The South African training and education anticipated by the White Paper on Public Service Training and Education of 1997 was to be based on well-researched training programmes accredited according to the NQF as provided for by the *SAQA Act* 58 of 1995 (which will be discussed in section 3.3.2). National accreditation of the various training and development programmes was necessary in the transformation context of the public sector to enhance institutional competitiveness in service delivery.

Haasbroek (2004:412) mentions that the South African government is responsible for the transformation of the training legislation in order to ensure equal access to training opportunities. The South African government is compelled to take the lead in the development of training legislation in order to be able to deal with the socio-economic challenges, such as skills improvement through training and development. The *Skills Development Act* 97 of 1998 seeks to develop skills for the South African workforce. In the following subsection (section 3.2.1) the study engages in the discussion and analysis of affirmative action as provided for through various legislative pronouncements such as the RDP White Paper of 1994 as a measure to promote representivity and empowerment of the previously disadvantaged, such as women.

### **3.2.1 Affirmative action in training and development**

According to the RDP White Paper (1994:30), and section 2 (b) of the *Employment Equity Act* 55 of 1998, affirmative action in the workplace should be implemented as a

measure to redress the disadvantages in employment experienced by designated groups in order to ensure their equitable representation in all occupational categories and levels in the workplace. Affirmative action should be further used in the selection of employees, especially management, to undertake training and development as an empowering measure in service delivery.

Mathis and Jackson (2003:19) argue that for human resources training and development to play a strategic role, it must focus on the long-term institutional performance implications such as the influence of the changing workplace demographics and shortages in terms of transformational legislative prescriptions such as affirmative action. Affirmative action refers to the government-led initiative to empower the previously disadvantaged people in South Africa, such as Africans, Indians, Coloureds, women and people with disabilities through the provision of training and development. As the GTLM represents the majority of the previously disadvantaged people, affirmative action ought to form an important empowering practice in the planning and implementation of training and development.

### **3.2.2 *Skills Development Act 97 of 1998***

Haasbroek (2004:393) maintains that the development of skills through training and development has always been the most powerful lever for improving both individual opportunity and institutional competitiveness. This author asserts that governments and employers recognise the role a skilled and knowledgeable workforce can play in securing competitive advantages in the labour market. Skills development and training in the South African context should be addressed against the broad social, political and economic background where reconstruction and development still occupy the highest status on the national agenda. It is logical that national legislation should be addressed as a precursor towards addressing both provincial and local government training and

development circumstances. The relevance of national legislation on local government could be found in section 153 (b) of the 1996 Constitution which states that a municipality must participate in national and provincial development programmes. The *Skills Development Act* 97 of 1998 came about as a fulfillment of section 23 of the 1996 Constitution which in part stipulates that everyone has the right to fair labour practices. According to the White Paper on Public Service Training and Education, 1997, the post-1994 training legislation should be:

- Strategically linked to broader processes of transformation, institution building and human resources development in the public sector;
- Flexible and decentralised within national norms and standards;
- Capable of promoting the empowerment of previously disadvantaged groups; and
- Demand-led and needs- and competency-based.

The measures mentioned above are necessary in order to address the historical lack of training and development of the Black people. In support of the above-mentioned stipulations, contained in the White Paper on Public Service Training and Education of 1997, Grawitzky (2007:1) mentions that the *Skills Development Act* 97 of 1998 was introduced because of the realisation that the economy was being constrained by the shortage of a skilled workforce and the political imperative to redress the unfair discrimination in training and development in employment opportunities. There was a general decline of training being conducted by employers, while at the same time the country was facing rising levels of unemployment as the labour market lacked sufficiently qualified and trained human resources. The *Skills Development Act* 97 of 1998 also emphasised the need to transform skills development through investment, turning the workplace into a democratic site and improving the quality and relevance of education and learning for the workplace. This is so because employers are reluctant to

hire unskilled persons. Byars and Rue (2008:160) agree that training and development involve the acquisition of knowledge, skills and abilities, such as the interpersonal and communication skills necessary to perform a job. The imperative of flexibility and decentralisation is significant as municipalities address lack of training and development according to their needs. Potential employees of the municipalities from impoverished places such as the GTLM migrate to cities such as Johannesburg in search of training and development opportunities.

The objectives of the *Skills Development Act 97 of 1998* (see also section 1.3 of Chapter one), some of which involved ensuring that training and development were meant for the workplace, were to be realised through the introduction of the National Skills Development Strategy (NSDS). The NSDS was formulated by various stakeholders such as the Department of Labour, Congress of South African Trade Union (Cosatu) representing workers, and employers' organisations such as the SALGA.

### **3.2.2.1 National Skills Development Strategy**

According to Kraak (2008:1) the means to accomplish the objectives of the *Skills Development Act 97 of 1998* was embodied in the National Skills Development Strategy (NSDS). The mission of the NSDS is to contribute to the sustainable development of skills growth, and the development and equity of skills development institutions by aligning their work and resources to the skills needs for effective delivery. The first NSDS was launched for implementation from 01 April 2001 to 31 March 2005. The aim of the NSDS was intended to provide an institutional framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the South African workforce. Due to the fact that South Africa is a unitary state and upholding the notion of co-operative governance, national and provincial development

programmes such as the NSDS will perforate the functioning of local government. Local government has become part of the NSDS through the formation of the LGSETA. According to Mr Mdladlana, the erstwhile Minister of Labour during the launching of the second NSDS during 2005-2010, the second NSDS represents detailed evaluation of performance of SETAs over the past four years (Republic of South Africa: Department of Labour, 2005:2).

Some of the objectives of the first NSDS were to increase the total number of workers receiving NQF Level One training and workers participating in structured learning programmes, such as Computing. As Grawitzky (2007:17) indicates, the roll-out of the first NSDS was beset with governance and operational problems, such as accountability, which tended to slow down the delivery of training. In its implementation report, the Republic of South Africa: Department of Labour (2003:1) indicates that the NSDS outlines specific and measurable national targets to achieve the broader objectives of the *Skills Development Act* 97 of 1998. According to the report by the Republic of South Africa: Department of Labour (2003:1), five thousand and seventy-nine (5 079) workers received NQF Level One training out of a total of ten million eight hundred thousand (10.8 million) employed during the year 2001. The statistics for the LGSETA stood at only one hundred and fifty (150) workers receiving NQF Level One education and training during the year 2001, from a projected eleven thousand and five hundred (11 500) workers in training. This figure rose to one thousand and five hundred (1 500) workers receiving NQF One Level training during 2002, which represented an increment of 3%.

The second NSDS spelled out the national priority areas to which the projected R29.9 billion income was to be allocated over the subsequent five years, from 2005 to 2010 (Republic of South Africa: Department of Labour, 2005:2). The minister emphasised that the NSDS 2005-2010 was to provide aggregate performance indicators of the skills development system that will be used as a basis to enter into legally binding service

level agreements (SLAs) with skills training and development providers. Due to governance and operational problems such as lack of proper accountability as mentioned by Grawitzky (2007:17), the Minister of Labour stressed the importance of streamlining management accountability systems to ensure that institutions of skills training and development use their resources to advance the skills revolution. As Kraak (2008:1) warns, problems of mismanagement and under-spending in skills training and development continued to pose operational mishaps towards realisation of the objectives of the NSDS.

### **3.2.2.2 National Skills Authority**

Chapter two of the Skills Development Act 97 of 1998 provides for the establishment of the National Skills Authority (NSA). According to the Republic of South Africa: Department of Higher Education and Training Report (2010:1), the role of the NSA is to advise the minister on the national skills development policy and strategy; guidelines on the implementation of the NSDS and the allocation of subsidies from the National Skills Fund. The NSA is also charged with the responsibility of ensuring that all relevant stakeholders, such as Cosatu representing the workers, are afforded opportunities to give inputs into the deliberations concerning planning and implementation of training and development in various sectors, such as the local government sector.

According to the Republic of South Africa: Department of Higher Education and Training report (2010) the Department has taken over the skills training and development legislation, namely the Skills Development Act 97 of 1998 from the Department of Labour with effect from 01 November 2009. The Minister mentioned the need for the strengthening of the operational capacity of the NSA through the addition of qualified human resources to add value to its labour research responsibility. The strengthening of the NSA is important to boost the capacity to give advice to the Minister. As Grawitzky



(2007:17) noted, one of the tasks undertaken by the NSA prior to the introduction of the second NSDS was the process of reviewing the SETA landscape in connection with issues of governance and representivity to reduce duplication by grouping similar SETAs according to their common core competencies, such as grouping all municipalities into the LGSETA. This is crucial for the LGSETA as it represents the first point of contact with communities in improving service delivery in areas such as provision of a clean environment and access roads.

### **3.2.2.3 Sector Education and Training Authority**

At the centre of the *Skills Development Act 97 of 1998* lies an institutional architecture comprising twenty-three SETAs for various economic sectors (Kraak, 2008:1). As Grawinsky (2007:7) explains, SETAs were established in terms of Chapter three section (9) (1) of the *Skills Development Act 97 of 1998* as a vehicle for the skills revolution in South Africa, in order to ensure a perennial pool of skilled workers.

Among other competencies, the SETAs are charged with developing the sector skills plan in the framework of the national skills development strategy, implementing the plan by establishing learnerships, approving workplace skills plans and allocating grants in the prescribed manner and in accordance with any prescribed standards and criteria to employers and training providers. According to Grawitzky (2007:2) SETAs faced immediate pressure to deliver on skills planning and implementation. However, the formative years of the implementation of the SETAs were constrained by a myriad of operational problems due to institutional incapacity within public sector institutions.

Section (9) (1) of the *Skills Development Act 97 of 1998* promotes learnerships by identifying workplaces for practical work experience, supporting the development of

learning materials, improving facilitation of learning and helping to conclude and register learnership agreements if they consist of a structured learning component that will lead to a qualification registered by SAQA and related to an occupation, such as municipal management. The LGSETA can be viewed as an operational mechanism dealing mainly with implementation issues such as promoting, registering and funding training and development through learnerships and various learning programmes. The Republic of South Africa: Department of Labour (2003:88) reports that of the total expected number of sixty thousand (60 000) people under the age of thirty (30), eight hundred and sixty-four (864) entered learnership programmes in 2002.

In summary, according to the Republic of South Africa: LGSETA report (2008), the LGSETA is charged with some of the following major responsibilities:

- To research and develop a Sector Skills Plan (SSP) which should serve as an analysis tool of the labour market within the local government sector, and which is compiled every five years but updated annually. The SSP ensures that the LGSETA has relevant and up-to-date information to perform its strategic skills planning for the sector. The LGSETA should also make provision for critical and scarce skills planning to be financed through discretionary grants.
- To receive and evaluate WSP and ATRs from the municipalities. In terms of the Skills Development Levies Act 9 of 1999, municipalities are also obliged to register with the South African Revenue Service (SARS) and can pay even more than the 1% threshold as a skills levy. It is upon receipt of the WSP and ATR that the LGSETA is obliged to disburse both mandatory and discretionary funds for training and development.
- To identify and develop strategic projects arising from skills needs within the local government sector.

- To register, train and support Skills Development Facilitators (SDFs) within the sector.

Synthesis of the above indicates the strategic importance of the LGSETA as the driving force behind skills planning and implementation. However, according to the Republic of South Africa: Department of Labour's LGSETA Report (2006), no training and development activities were embarked upon in the GTLM for the financial year 2006.

#### **3.2.2.4 Learnerships**

Chapter four of the *Skills Development Act* 1998 makes provision for the implementation of learnerships. Learnerships are work-based structured learning programmes that lead to an occupationally related qualification registered with the NQF. A skills programme is a learning programme that is occupationally based and for which a learner may obtain a credit towards a qualification registered with the NQF once the skills programme has been successfully completed (Du Pre, 2000:25). Learnership programmes are to be approved by the LGSETA and registered with the Department of Labour. A learnership agreement needs to be signed between the learner, the employer(s) and the training provider(s). A contract of employment has to be concluded between the learner (if the learner was not in employment) and the employer for the duration of the learnership. It should also be noted that the training provider ought to be accredited with LGSETA and SAQA to offer such learning programmes. Accreditation serves as a measure to ensure quality control.

A SETA may establish a learnership, such as Computing for Management, if it consists of a structured learning component, includes practical work experience of a specified nature and duration, leads to a qualification registered by SAQA and is related to an occupation such as municipal management.

Learnerships can be considered the product of the new democratic government which sought to do away with an influx of graduates with irrelevant qualifications or where there was an over-supply. Apprenticeships bore a narrow job focus such as in boiler-making or shunting. Apprentice training mainly involves practical work under a qualified artisan. Learnerships, such as in local government financial management, have been tailored to address the need for the historical shortage of qualified local government financial managers. Employers who offer learnership programmes are given grants by the LGSETA and enjoy the benefit of tax rebates.

### **3.2.2.5 National Skills Fund**

Chapter seven of the *Skills Development Act 97 of 1998* makes provision for the establishment of the National Skills Fund (NSF) which is tasked with the funding of the NSDS. Skills training and development funding is based on section 3 (3) (c) of the *Skills Development Levies Act 9 of 1999* which requires various municipalities to deposit 1% of their total salary bill to the South African Revenue Services (SARS) from 1 April 2002. Twenty percent of the skills development levies are to be controlled by the NSF, with the other 80% controlled by SETAs. According to the *Skills Development Act 97 of 1998*, Funding Regulations (2001), employers are able to access mandatory grants from the SETA upon registration of a SDF whose main task is the facilitation of the workplace skills planning and reporting process. Furthermore, all employers who pay their skills development levy to SARS can also get mandatory grants from the SETA upon submission of the WSP and the ATR.

The Republic of South Africa: Department of Labour (2004:93) reports that the LGSETA grants policy outlines its objectives as to assist with workplace transformation and the implementation of the NSDS and to strengthen the municipalities to deliver on their developmental mandate through the implementation of appropriate capacity building and skills development programmes. However, the Republic of South Africa:

Department of Labour (2004:93) mentions that although R300 million was allocated for funding learning programmes for the financial year 2003-2004, no expenditure was incurred due to the lack of overall administrative and managerial capacity of the NSF which led to a slow takeoff in projects. The LGSETA mainly funds learning programmes accredited by SAQA.

In summary, the *Skills Development Act* 97 of 1998 is a necessary tool to improve the skills levels of the previously disadvantaged workforce through training and development. Measures for implementation include various learning programmes such as learnerships, which are supposed to be accredited by SAQA.

### **3.3 LEGISLATIVE BODIES UPHOLDING TRAINING AND DEVELOPMENT**

Legislative bodies upholding training and development are mechanisms established to operationalise training and development in South Africa. In this regard the LGSETA, SAQA, and SALGA are discussed below.

#### **3.3.1 Local Government Sector Education and Training Authority**

The LGSETA was established for the skills interests of local government (see also section 3.2.1.4 on SETAs). The overarching constitutional purpose of the *Skills Development Act* 97 of 1998 remains the overall development of the skills of the South African workforce, through increasing the levels of investment in education, training and development. In its constitutional undertaking, the vision of the LGSETA is to establish itself as central to the success of enhanced skills development strategies and development of the local government into efficient frontline agencies. Its mission

statement provides for the LGSETA to bring about more effective co-ordination of capacity building and skills development initiatives in local government and to create synergies between different elements of the development project (see also section 1.2 of Chapter one on the LGSETA's functions).

### **3.3.2 South African Qualifications Authority**

SAQA was provided for through the promulgation of the *South African Qualifications Authority Act* No 58 of 1995. SAQA's mission was formulated to ensure the development and implementation of an NQF that will contribute to the full development of each learner and to the social and economic development of the nation at large. According to Grawitzky (2007:16) SAQA has the responsibility to monitor the SETA's accreditation processes of learning programmes. SAQA is also vested with the responsibilities of establishing the NQF and national standards bodies to set training standards which ensure progression and portability, monitoring implementation of standards, certifying national qualifications and credits and providing secondary accreditation to providers and assessors.

According to section 2 of the *SAQA Act* No 58 of 1995, the development and implementation of the NQF will be achieved through the creation of an integrated national framework for learning achievements, facilitation of access to training and career paths, and mobility and progression within education. The NQF further seeks to accelerate the redress of past discrimination regarding education, training and employment opportunities, and to contribute to the full personal development of each learner and the social and economic development of the nation at large.

Mudau (2000:106) asserts that the NQF was established as a result of weaknesses in the education and training system in South Africa such as lack of progression or adult-based education, minimal if any integration of training and education in the public sector, lack of formal qualifications systems and no national standards. The aim of the NQF was to rectify such weaknesses and emphasise people's ability to do a job rather than their formal qualifications. Furthermore, people's practical knowledge and abilities to perform a job would therefore be recognised and credited accordingly. According to Du Pre (2000:11) the NQF also sought to promote lifelong learning by recognising prior learning within the person's record of learning and maintaining records of learning by adding new qualifications to a person's record of learning.

It is necessary to bear in mind that SAQA provides the necessary mechanism through which learning programmes can be evaluated for their suitability in order to meet set national standards and norms as discussed above. As local government attempts to improve on basic issues of service delivery, such as provision of water and sanitation, it is necessary that learning programmes offered should be needs-based and relevant to these circumstances. The next section discusses the role of the SALGA as a stakeholder in facilitating training and development.

### **3.3.3 South African Local Government Association**

According to Portfolio, Municipalities in South Africa (2006:141) the SALGA was formed in terms of the *Organised Local Government Act* No 52 of 1997 to function as a national and provincial representative of local government. In keeping with its constitutional mandate, one of SALGA's roles is the transformation of local government. In his report at the Department of Co-operative Governance and Traditional Affairs stakeholder

meeting in 2009, Xolile George, Chief Executive Officer of SALGA, highlighted the following skills training and development accomplishments:

- Five hundred and seventy (570) individuals graduated from the executive leadership municipal development programme, and four hundred and seventy-one (471) registered with the University of Pretoria for 2009;
- Nine hundred (900) councillors were trained nationally on the housing induction programme;
- Nine hundred and sixty (960) senior finance officials and councillors have graduated (2008) from the Wits Business School; and
- At the end of March 2008, two thousand five hundred and fifty-two (2 552) councillors and senior officials had received training through SALGA.

The above information shows that positive attempts are made to improve the skills levels of the workforce at local government sphere.

According to Portfolio Municipalities in South Africa (2006), municipal employees indicated that they were interested in satisfying the following factors:

- Interesting, challenging work;
- Open, two-way communication; and significantly;
- Opportunities for growth and development.



The above points signify that many years of apartheid oppression and denial of access to training and development opportunities have relegated the majority to menial and unchallenging work routines such as garden work. Currently, managers at all levels demand to participate in decision making concerning their working circumstances and seek opportunities for growth and development to be created in the working environment. The creation of opportunities for growth and development could be in the form of offering study bursaries and leave in order to promote the notion of a life-long learning institution. It is necessary to note that in order to realise growth and development in the workplace, local governments are statutorily obliged to make plans for implementation and to report on the implementation of those plans.

### **3.4 WORKPLACE SKILLS PLAN AND ANNUAL TRAINING REPORT**

The LGSETA emphasises the consultative, people-driven and consensus approach in the formulation of the WSP. According to the Republic of South Africa: LGSETA (2008:8) the workplace skills plan remains the key strategic planning document relating to workplace training, career-pathing, and employment equity for the municipality. The WSP is developed and adjusted annually to enable accomplishment of key priority skills development objectives as outlined in the IDP of a municipality. An IDP can be regarded as a planning and management tool used by municipalities to accomplish set objectives, including the provision of training and development. The WSP addresses skills training objectives as reflected in the sector skills plan which is developed every five years. Key stakeholders involved in skills training and development needs analysis at local government sphere include management, councillors, union representatives and the skills development facilitator.

According to the Republic of South Africa: LGSETA Report (2008:5), workplace skills planning is not only about submitting a document in order to get the skills levy grant, it is

also about building an understanding among all stakeholders in a workplace about the significance of properly skilled people in achieving institutional objectives, such as provision of clean and running water. The WSP is clearly about those human resources training aspects scheduled for implementation by the municipality in a particular financial year (Matthis & Jackson 2003:272). The competitive pressures facing public institutions today require employees whose knowledge and ideas are current, and whose skills and abilities can deliver results, and as public institutions compete and transform, training and development becomes even more critical. One of the tenets for skills training and development is to enable municipalities to better predict their skills requirements against their institutional objectives.

According to the Workplace Skills Plan Guidelines (2000) the WSP template should provide for the following important points at institutional level:

- Provision of the labour force within the sector by province, race, age, gender, qualification and occupational category;
- Monitoring the supply and demand of labour within a municipality;
- Tracking the absorption of new labour market entrants into the workplace;
- Identification of areas of skills growth and skills needs; and
- Identification of opportunities and constraints on employment growth in the workplace.

The relevance of the above is to ensure that municipalities, including the GTLM, are properly guided in preparing their skills plans through a legislatively recognised WSP.

A WSP is a comprehensive planning document that is necessary for the identification of training and development gaps at local government sphere. It is legally binding for municipalities to submit the WSP in order to claim training and development funds from the LGSETA.

According to the *Skills Development Act 97 of 1998 Funding Regulations 2001*, the WSP identifies training and development for the period between 1 April and 31 March and is an annual grant, due on 30 June, which permits municipalities to claim back 15% of the grant levy from the LGSETA. The WSP is driven by the skills development facilitator, who could be a dedicated and suitably qualified human resources practitioner, who has the task of continually consulting various stakeholders such as councillors, union representatives, management and other interested parties.

Provisions of the *Skills Development Act 97 of 1998* require municipalities to implement sector skills plans with a view to enhance the functional competencies of employees. The ATR submitted by SETAs serves as the primary source of statistical data and information in the evaluation of the WSP. According to the GTLM Implementation Report (2006:2) ATRs provide qualitative and quantitative information in order to monitor the provision of training and development interventions and to identify problem areas associated with those implementation endeavours (see also section 4.6 of Chapter four on GTLM's ATRs). The WSP and ATR necessitate that remedial action be undertaken to promote affirmative action in training and development.

### **3.5 CONCLUSION**

The significance of skills training and development in South Africa, especially at the local government sphere which represents the coalface of service delivery, has been

shown through the progressive promulgation of various pieces of legislation, such as the *Skills Development Act* 97 of 1998. The promulgation of the *Skills Development Act* 97 of 1998 was important as it sought to give effect to the constitutional mandate to base municipal administration on good human resources management. The following chapter deals with the empirical aspects of managerial training and development in the GTLM.

## **CHAPTER FOUR**

### **DESCRIPTIVE OVERVIEW OF TRAINING AND DEVELOPMENT IN THE GREATER TUBATSE LOCAL MUNICIPALITY**

#### **4.1 INTRODUCTION**

Chapter three addresses the legislative provision and bodies upholding training and development in South Africa. An attempt is made in this chapter to understand whether, and the extent to which, legislative provisions are applied in the GTLM. A description and overview of training and development in the case study, the GTLM, is given. The discussion focuses on the overview regarding the background information of the GTLM in order to put the current training and development planning and implementation in line with the research problem of this study. The research problem seeks to understand the possible effects of training and development needs in the *Skills Development Act 97* of 1998, as manifested in official documents such as the GTLM's Training and Development Policy Document.

#### **4.2 OVERVIEW OF THE GREATER TUBATSE LOCAL MUNICIPALITY**

This section is necessary to analyse the training and development needs in the GTLM against its socio-economic data and information (GTLM's Annual Report 2008/9:3). The GTLM, which covers an area of jurisdiction of 4 550km, is a category B municipality which forms part of the Greater Sekhukhune District Municipality, with the latter's head office situated in the town of Groblersdal. The GTLM is composed of five previous municipalities which have been disestablished following the 2000 democratic local

government elections. The GTLM council consists of 57 councillors from 29 wards (after the 2006 municipal elections). The GTLM, which is responsible for a population of approximately 343 468 and 66 611 households, is 98% rural and 2% urban. The town of Burgersfort serves as both a head office and centre of economic activity. The economy is mainly buttressed by the mining sector with about 30 mines that are currently in the process of being opened and others that have been in existence since the 1920s. The main minerals exploited currently include platinum, chrome, vanadium, silica and magnetite. The GTLM Annual Report (2008/9:3) mentions that the agricultural sector consists mainly of subsistence farming.

#### **4.2.1 GTLM vision, mandate and strategic orientation**

It is necessary to discuss the municipality's vision, mandate and strategic orientation as a means to further enrich the context within which to discuss and analyse planning and implementation of training and development in the GTLM. According to the GTLM Annual Report (2008/9:15) the vision of the municipality is to develop the GTLM as a platinum city, in an integrated manner, to improve the quality of life for all. The GTLM's mission is to promote local accountable democracy through active community participation, economic advance through fighting poverty and unemployment, accessible, needs-satisfying services rendered in a sustainable, affordable manner, municipal transformation and institutional development, and environmental management to ensure a balance between safe human settlements and the economic base of the municipality. Some of the core values espoused by the GTLM include mutual respect, commitment, transparency, discipline, accountability, high performance, professionalism, innovation, teamwork and consultation.

As the GTLM Annual Report (2008/9:15) states, its strategic performance framework is composed of the following four elements:

- The IDP which constitutes the strategic plan and provides directions to all its long-term growth and development objectives, strategies and projects;
- The SDBIP which operationalises the IDP by linking it with the yearly budget and aligning it with its capacity to fulfill the anticipated service delivery performance;
- The Performance Management System which serves the purpose of monitoring and evaluating the performance of the municipality in terms of the IDP and SDBIP on a regular basis;
- The Budget, which makes it possible for the municipality to accomplish its strategic objectives.

In order to achieve the above-mentioned vision, management training and development becomes crucial as managers should possess the necessary competencies such as financial management to implement the stated objectives to improve the general welfare of the community. In the words of Mr Magabe, the Mayor of the Greater Sekhukhune District Municipality during the State of the District Address 2008, 'Human development is paramount to the success of achieving a national democratic society ready to prosecute its contemporary situation to advance development. As such enough money should be spent in HRD strategy and make sure communities benefit significantly by funding learners in many fields of studies'. Operations such as Operation Clean Audit 2009-2014 aim to deal with challenges such as inadequate skills on planning in public financial management faced by local government which lead to lack of management accountability. This challenge of inadequate skills will be addressed, among other measures, through continuous workshops on accounting standards conducted with municipalities (Republic of South Africa: Department of Cooperative Governance and Traditional Affairs, 2009).

It is therefore against the foregoing background, that the prevailing GTLM institutional training and development will be described.

### **4.3 ORGANISATIONAL STRUCTURE**

In response to a constitutional provision for structuring and managing municipal administration, the structure of the Human Resources section of the GTLM is presented in this study. An organisational structure in an institution serves as a point of reference for management and institutional accountability. It will be beyond the scope of this study to engage in the details of the entire organisational structure of the municipality. The study deals with a section of the organisational structure which drives the responsibility of the GTLM mandate for institutional development and capacity building through the provision of training and development interventions such as planning and implementation.

#### **4.3.1 Human Resources Section**

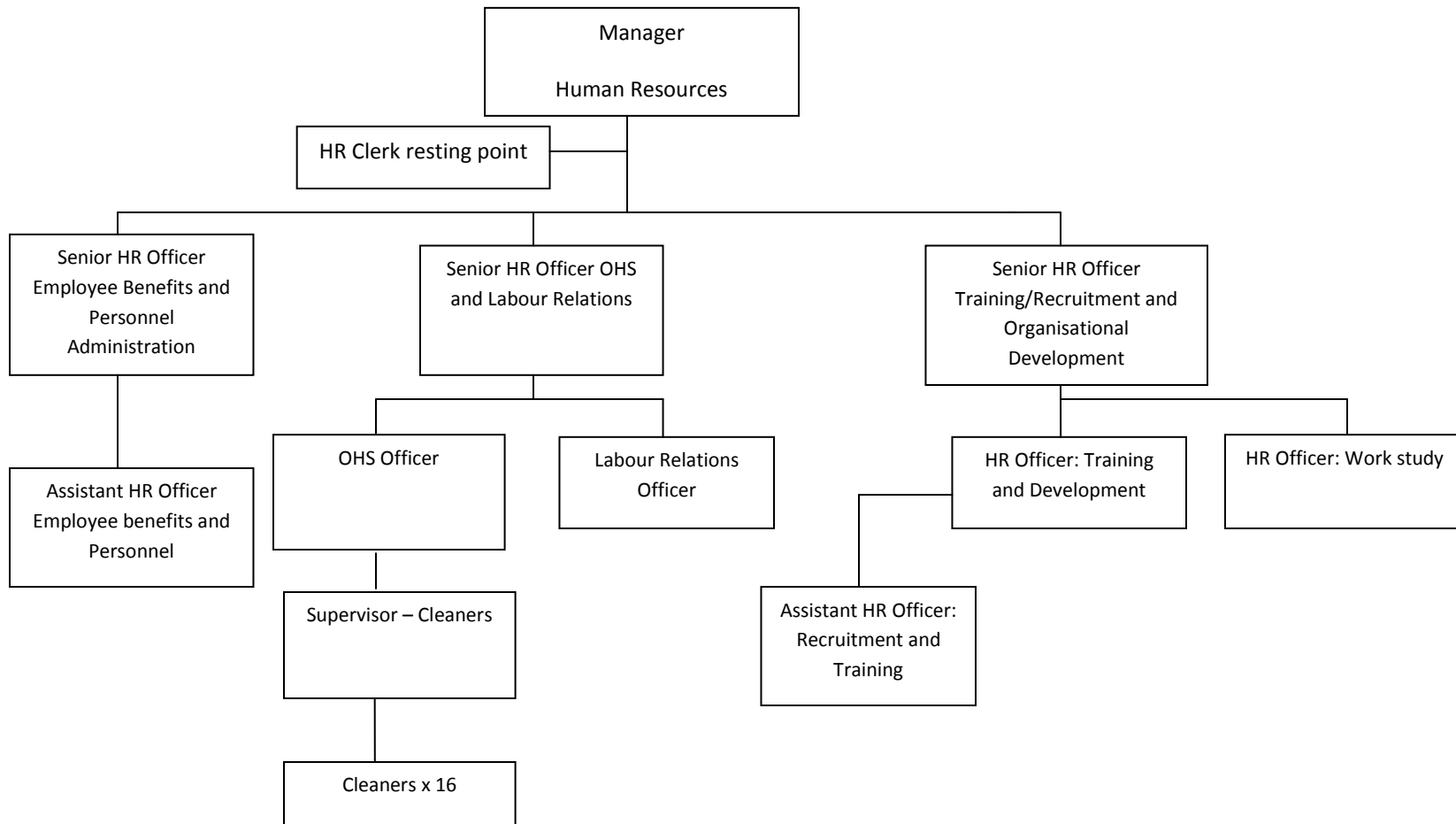
Matthis and Jackson (2003:4) are of the opinion that human resources management is a design of formal systems in an institution to ensure effective and efficient use of human talent to accomplish institutional objectives. In order to do this the human resources section plays an important role in designing subsystems to manage institutional activities such as training and development. These authors (Matthis & Jackson, 2003:3) further assert that motivated employees with the necessary tools and training contribute significantly to institutional change and effectiveness.



According to the regulations under the *Skills Development Act 97 of 1998*, a municipality should appoint and register a skills development facilitator whose main function is facilitation of the training and development process in a municipality. The GTLM makes provision in its human resources section organisational structure for a senior human resources officer – under the human resources manager – responsible for training, recruitment and organisational development. Further, a hierarchical ladder is made for the appointment of both a human resources officer and assistant for training and development. The First Senior Manager (interview: 2011) confirms that the GTLM does not have a dedicated skills development facilitator, and together with recruitment and organisational development, the senior human resources officer is also tasked with the duties of the skills development facilitator. The human resources support structure in the GTLM is centrally tasked to play a role in the planning and implementation of training and development, such as liaison with training and development service providers and facilitation of accreditation and funding of courses.

As can be seen from the human resources organisational structure and through confirmation by the Second Senior Manager (interview: 2011), the GTLM does not make provision for a dedicated skills development facilitator. The GTLM does not seem to have its priorities in order in that since even the Mayor has concurred (see also 4.2.1) that a dearth of skills to engage in developmental projects exists, a senior person with enough authority should have been appointed as a dedicated skills development facilitator. Instead, provision is made for an assistant human resources officer to deal with training and development. This structure is restrictive since this assistant still has to report to the Senior Human Resources Officer who again still has to go up the bureaucratic reporting ladder. The following structure provides information regarding hierarchical levels of the HR structure of the GTLM:

**Figure 4.1: Organisational structure: GTLM Human Resources Section**



**Source: Greater Tubatse Local Municipality Integrated Development Plan 2010/11**

The above structure points to the hierarchical nature of the manner in which municipal reporting lines are done. While this study and data collection are done with managers outside the HR section, this structure serves also as an example of lines of authority in the GTLM. To further expatiate on the topic of training and development, the section below considers practices within the GTLM.

#### **4.4 TRAINING AND DEVELOPMENT PRACTICES OF THE GREATER TUBATSE LOCAL MUNICIPALITY**

As the GSDM Integrated Development Plan (2010/11:144) reports, the skills profile in the district is low due to low levels of education, which results in the country failing to manage developmental interventions that have been identified. The GSDM Integrated Development Plan (2010/11:56), of which the GTLM forms part, reports that the percentage of the population older than twenty years of age without schooling in the GSDM is relatively high, calculated at 42.64%, as compared with other districts in the Limpopo and Mpumalanga Provinces, such as the Waterberg and Nkangala Districts with 25.76% and 26.42% respectively. The figure is also more than twice that of South Africa which is almost 20%.

**Table 4.1: Comparison on education level for those twenty years and older:  
Sekhukhune, SA, and other District Municipalities in Limpopo and  
Mpumalanga Provinces**

DM and SA		Sekhu khune	Bohlabela	Sibande	Gert	Nkangala	Ehlanzeni	Mopani	Vhembe	Capricorn	Waterberg	South Africa
Higher (%)	Change	1.56	1.75	0.31	-0.14	0.50	1.60	1.39	2.35	1.89	2.29	
	01	4.70	5.96	5.45	6.11	6.23	6.46	7.42	8.59	6.26	8.45	
	96	3.14	4.21	5.14	6.25	5.73	4.86	6.03	6.24	4.37	6.16	
Grade 12%	Change	-0.42	-3.23	-3.01	4.01	4.20	-0.36	1.04	1.75	0.75	3.98	
	01	11.22	12.11	16.41	19.92	18.81	12.66	14.36	17.52	14.54	20.42	
	96	11.64	15.34	13.40	15.91	14.61	13.02	13.32	15.77	13.79	16.44	
Completed primary (%)	Change	-0.74	-0.06	-0.58	-1.03	-0.97	-0.28	-0.43	-0.77	-0.14	-1.10	
	01	4.57	4.91	6.21	5.90	5.76	5.13	5.78	5.84	6.76	6.37	
	96	5.31	4.97	6.79	6.93	6.73	5.41	6.21	6.61	6.90	7.47	
No Schooling (%)	Change	-1.89	-0.83	-2.98	-0.18	-2.29	-3.64	-4.16	-2.82	-3.58	-1.40	
	01	42.64	38.90	26.33	24.62	30.18	37.83	32.09	26.42	25.76	17.93	
	96	44.54	39.73	29.31	24.80	32.47	41.47	36.5	29.24	29.34	19.33	

Source: Draft GSDM 2025 Development Strategy: 2006

Data contained in Table 4.1 illustrate that education levels in the GTLM remain lower than those in other local municipalities in both the Limpopo and Mpumalanga Provinces, and in South Africa as a whole. This situation could make it difficult to realise the vision and mission of the GTLM, as already mentioned above (see also 4.2.1). The human resources section is faced with the task of engineering training and development interventions for the people and employees in general, but with a special emphasis on municipal management to acquire the required competencies, such as strategic planning and communication skills. However, as Mr Magabe, the Mayor of the GSDM has outlined above (see also 4.2.1), human development in the district remains an objective to enable employees to deliver on development projects, such as building of community libraries. A detailed analysis on provision of opportunities for training and development in the GTLM is discussed in Chapter five. To further understand the challenge of skills within the GTLM, it is necessary to consider the education profile of its population.

Table 4.2 below, as communicated by the Statistics South Africa Community Survey 2007, offers the education profile of each local municipality in the Greater Sekhukhune District Municipality.

**Table 4.2: Education profile per local municipality in percentages in the GSDM 2006**

	<b>GTLM</b>	Elias Motswaledi	Fetakgomo	Ephraim Mogale	Makhuduthamaga	Grand total
No formal schooling	<b>3.88</b>	4.13	1.69	1.67	4.60	15.98
Some primary	<b>8.70</b>	5.56	2.74	3.31	6.12	26.43

education						
Grade 7/Std 5/Abet 3	<b>1.27</b>	1.25	0.65	0.68	1.27	5.68
Some secondary education	<b>6.90</b>	6.17	2.95	3.03	6.90	28.79
Completed secondary	<b>1.56</b>	1.46	0.53	0.67	0.87	5.09
Certificate with/out Grade 12	<b>0.57</b>	0.33	0.11	0.22	0.22	1.45
Diploma with/out Grade 12	<b>0.41</b>	0.24	0.27	0.19	0.35	1.47
Degree & higher	<b>0.19</b>	0.21	0.08	0.12	0.18	0.77
Unspecified	<b>0.49</b>	0.46	0.05	0.06	0.56	1.62
Out of scope (Children under 5 years)	<b>4.11</b>	2.88	1.22	1.47	3.02	12.71
Grand total	<b>31.50</b>	22.70	10.29	11.42	24.09	100.00

**Source: RSA Statistics South Africa Community Survey 2007**

As reflected in the table above, almost 16% of the population in the GSDM is without formal education, while more than 1% of the population has obtained tertiary education. According to the GTLM Training and Development Policy Document (2007), the GTLM has an obligation to educate, train and develop its employees and to establish and maintain a learning environment that respects and accommodates the values and cultures of its employees and the community. The policy mentions that all employees have the basic right to continual and applicable education, training and development within the framework of their appointment and must be trained and developed according to their potential aptitude, interests and abilities. All training and development conducted in the GTLM should be tailored to meet the needs of both the municipality and the employees, such as filling crucial positions and receiving education and training in critical and scarce courses such as financial management in order to enhance the performance and quality of service delivery to the community.

In its undertaking on training and development, the GTLM Training and Development Policy Document (2007) states that to cope with the rapid changes and to deal proactively with a transforming local government, special attention should be given to training and development programmes in the context of the *Skills Development Act 97* of 1998 and facilitation of the *Employment Equity Act* of 1998. According to the GTLM Final Integrated Development Plan (2010/11) the municipality stresses that training and development must be ongoing throughout the municipal cycle, while capacity building must be entrenched at all institutional levels. Training and development programmes, such as that for Communication Skills, are to be integrated within the NQF as contemplated in the *SAQA Act 58* of 1995.

#### **4.4.1 Responsibility for training and development**

The GTLM Training and Development Policy Document (2007:7) mentions that the responsibility for training and development is to be shared among the managers/supervisors, training and development officer, and the trainees.

##### **4.4.1.1 Managers/Supervisors**

Managers need to determine and prioritise the training needs of employees for inclusion in the workplace skills plan and should take into account provision of training and development interventions for on-the-job training. They are also tasked with ensuring that relevant and acquired skills and knowledge are implemented after training and monitor the competency levels of employees in order to determine any needs for remedial training and development.

##### **4.4.1.2 Training and development officer**

According to section 5.3.3 of the GTLM Training and Development Policy Document (2007:9), training and development officers are to create an environment conducive to training and development through nomination of training candidates and act as facilitators and change agents by providing goal-oriented and cost-effective training in accordance with approved procedures and principles, such as ensuring the availability of the training budget.



#### **4.4.1.3 Trainees**

It is the responsibility of the trainees to adhere to service obligation and the nomination procedure as they need to ensure and motivate their training and development needs in accordance with the needs of the municipality. Trainees must make preparations to undergo training and development when nominated, and on completion of their training and development intervention, to apply the acquired expertise and competencies in the workplace.

#### **4.4.2 Determination of training and development needs**

The GTLM Training and Development Policy Document ( 2007:9) mentions that when training and development needs are identified, they should always be focused on the job requirements of specific posts, individual empowerment and the institutional needs and objectives of the municipality, such as institutional development through human resources capacity building. The institutional training needs assessment emphasises the significance of prior strategic planning to arrive at accurate and applicable training needs, through use of the appropriate training and development needs analysis processes. To determine the training and development needs in the GTLM methods such as career management, skills plans, individual employee interviews can be used.

In its formal training and development needs analysis, the GTLM Training and Development Policy Document (2007:10) states that the municipality conducts a formal needs analysis using scientific techniques (there is not much elaboration on these techniques) where possible in order to identify needs not reflected in the performance appraisal or interviews. The Human Resources Division conducts the training and development needs assessment in collaboration with other stakeholders such as labour unions and community organisations to enhance planning and budgetary processes. It

is in this regard that after a needs assessment has identified a performance gap or another set of developmental needs, such as lack of communication skills in managers, the municipality should be ready to design a training and development strategy.

#### **4.4.3 Nature of training and development interventions**

According to the GTLM Training and Development Policy Document (2007:11) various options are available regarding the most appropriate and cost-effective interventions to address specific training and development needs. In the GTLM external training and development should be considered after all internal possibilities have been exhausted. In this case, the Human Resources Division is tasked with overseeing and investigating training and development options and recommending the most suitable to address the identified needs. Other aspects of significance in the determination of the training programme include decisions on whether training will be conducted internally or be outsourced, different training methods to be used, and kinds of incentives for the trainees. Communication with staff members becomes crucial in order for them to gain prior knowledge of what to expect in terms of the training programme. Such communication can be effected through internal processes such as e-mail, staff meetings, circulars or telephone usage. Training and development can either be conducted on- or off-the-job, as determined by the Human Resources Division.

##### **4.4.3.1 Off-the-job training**

In the absence of appropriate on-the-job training interventions, off-the job training and development interventions should be considered and be able to address specific needs and their contents must be relevant to the functions which are executed by the attendee. The GTLM training and development practices make provision for external

training and development opportunities in the form of short and extended courses. Short courses are described as courses with the maximum duration of forty contact hours, appearing in the departmental training and development planning and budgeting. Extended courses are defined as courses extending over a period longer than forty contact hours, but excluding formal qualifications offered at tertiary institutions. Formal qualifications offered at tertiary institutions such as the University of South Africa (UNISA) are budgeted for separately through loans and bursaries for educational assistance programmes in the municipality. Off-the-job training and development interventions could include attendance of seminars, congresses and conferences with the actual attendance not exceeding five days.

#### **4.4.3.2 On-the-job training**

According to the GTLM training and development practices, where a training need is identified in respect of issues specifically related to the GTLM, it is appropriate to develop and present a programme internally.

Critique of the foregoing section resides in that the GTLM Human Resources Training and Development Policy Document (2007) lacks detail on fundamental institutional training and development aspects such as strategic and human resources planning. As Watson (2005:21) argues, institutions need a strategic orientation on how to secure, develop and retain the human resources to carry out work in a way that ensures it will continue successfully into the long term. Sheridan (2007:105) concurs that training and development require careful and professional analysis and decision making. Human resources training and development should involve all the managers, as they constitute the driving force behind institutional strategic advantage and success. The following sections deals with short-term plans and reports for the implementation of training and development as highlighted in the WSP and the ATR.

## 4.5 WORKPLACE SKILLS PLAN

Workplace skills plans are activities developed for a five-year period at sector level and reviewed annually by municipalities. The WSP of the GTLM is meant to serve as a training and development plan to meet the municipality's objectives, such as institutional development and capacity building, as articulated in the IDP. The development and timely submission of the WSP to the LGSETA is significant as it serves as a means to justify levy claims by the municipality for engaging in training and development (Skills Development Funding Regulations 2001:7).

According to the GTLM WSP (2008/9), a total number of twelve officials from the management echelons needed training and development on various occupationally-based and SAQA-approved courses such as Strategic Management, Conflict Management and Performance Management in Municipalities. As the GTLM WSP (2008/9) further explains, the municipality made provision for placement of twenty-nine management officials in priority skills interventions such as municipal finance and management.

From the GTLM WSP (2009/10) it can be learnt that a number of management officials were to be trained and developed in various courses (with some engaged in more than one course) such as Asset Management, Policy Development, Business Writing and Legal Documents. According to the GTLM WSP (2010/11) various courses such as Policy Development and Conflict Management are also now planned for provision. A brief breakdown of the planning is depicted in the following table as adapted from the GTLM WSP 2010/11.

**Table 4.3: GTLM Training Plan 2010/11**

<b>Course name</b>	<b>Proposed provider</b>	<b>Type of intervention</b>	<b>Target employees</b>	<b>Total number</b>	<b>Funding source</b>
GAMAP	Accredited	Short course	Directors and Corporate Managers	3	Training budget
Effective report writing	Accredited	Short course	Directors and Corporate Managers	16	Training budget
Asset management	Accredited	Short course	Directors and Corporate Managers	1	Training budget
Discipline in the workplace	Accredited	Short course	Directors and Corporate Managers	16	Training budget
Conflict management	Accredited	Short course	Directors and Corporate Managers	8	Training budget
Strategic planning	Accredited	Short course	Directors and Corporate Managers	8	Training budget

**Source: Greater Tubatse Local Municipality Workplace Skills Plan 2010/11**

Table 4.3 above indicates that the GTLM makes attempts to align its objectives such as fighting poverty, municipal transformation and institutional development through provision of various courses to management echelons. Courses such as Strategic

Planning and Asset Management are necessary in enhancing the economic base of the municipality and improving the lives the community. The WSP, which is a sectoral plan for provision of training and development in a particular year, is complemented by the ATR which represents statistical evidence on training and development provided in a particular year. An ATR is discussed below.

#### **4.6 ANNUAL TRAINING REPORT**

According to the GTLM Implementation Report (2006:2) the purpose of the ATR is to provide employers and other stakeholders such as labour unions with a report on actual training delivered against the training that was planned in the WSP. The ATRs prepared and submitted by the municipalities serve as primary sources of statistical data and information available to the LGSETA in the fulfillment of the training and development mandate. The total amount budgeted for training and development in the GTLM for the period July 2006–June 2007 was reflected as R560 000, with R460 000 stated as institutional funds, and R100 000 as bursaries and educational assistance programmes. The total and overall (unfortunately no exact statistical breakdown of actual spending was presented) actual training and development expenditure amounted to R421 983, leaving a difference of R138 017 in unspent funds.

The GTLM ATR (2007/8) further states that a total number of nine management officials were engaged in training and development for formal, external and SAQA-approved and occupationally-based courses such as Risk Management. According to the GTLM ATR 2008/9 a total number of thirteen management officials were involved in training and development interventions which were also SAQA-approved and occupationally-based courses such as Municipal Finance. As provision of training and development depends on funding, it is necessary to discuss funding in the section below.

## 4.7 TRAINING AND DEVELOPMENT FUNDING

The LGSETA report issued by the Republic of South Africa: Department of Labour (2004:93) states that the LGSETA grants policy outlines its objectives so as to assist with workplace transformation and the implementation of the NSDS and to strengthen the municipalities to deliver on their developmental mandate through the implementation of appropriate capacity building and skills development programmes. Training and development funding is provided for through section 3 (3) (c) of the *Skills Development Levies Act* 9 of 1999 which obliges various municipalities to deposit 1% of their total salary bill to the South African Revenue Services (SARS) from 1 April 2002. The Skills Development Funding Regulations (2001) provides for the allocation of mandatory grants to an employer employing more than 50 employees who has submitted an application for WSP and ATR, and upon payment of the skills development levy by the municipality. The GTLM has benefitted from the skills development levy through submission of the WSP and ATR as indicated in sections 4.5 and 4.6 above.

The following table, as adapted from the GTLM Final IDP (2010/11:96), offers background information on the total training and development ratio from the grants and subsidies received for the 2009/10 financial year.

**Table 4.4: Grants and Subsidies 2009/10 financial year**

Grant or subsidy	Amount (in rands)
Equitable shares	74 350 000
Financial management grant	750 000
Municipal systems improvement grant	735 000

Electrification municipal grant	11 726 000
Institutional grant	913 500
Municipal infrastructure grant	25 952 000
<b>LGSETA-TRAINING</b>	<b>200 000</b>
Subsidies from province	1 500 000

**Source: Greater Tubatse Municipality Integrated Development Plan 2010/11**

Synthesis of the information in Table 4.4 reveals that the LGSETA grant remains small. This figure seems to be in contradiction to the speech by Mr Magabe, the Mayor of the GSDM (see also 4.2.1), who said that human development and raising investment in training and development remains paramount.

In its Training and Development Policy Document (2007:7) the GTLM undertakes to provide the required funds from available resources for training and development. It is the responsibility of the different departments to submit their respective budget allocations to the Human Resources Division for final approval by the municipal council. The provision of funding supports municipal needs-driven training and development learning programmes to enhance management competency levels. According to the GTLM's ATR (2007-2008) a total amount of R347 500 was spent on the formal and external training and development of thirteen management human resources to complete management and finance certificates with the University of Pretoria and the Wits Business School. According to the GTLM ATR (2008/9 and 2009/10) the total amount of R1 076 722 and R1 350 000 was spent on training and development. However, the actual breakdown for the management training and development expenditure has not been collated into a proper report.



The GTLM also provides funding through bursaries and educational assistance programmes. The preamble of the bursary policy states the purpose of the scheme as to assist the municipality in securing adequately qualified personnel to enhance their level of competence to perform the duties assigned to them. The bursary and financial assistance programme, which is under the auspices of the Director of Corporate Services, is intended to encourage self-development activities provided they are in line with the municipality's developmental requirements. Furthermore, the policy provides for the granting of paid study leave to those employees registered part-time with approved training and development institutions.

#### **4.8 CONCLUSION**

Owing to the challenges associated with efficient and effective service delivery faced by municipalities, it is crucial that training and development form part of management strategic planning. This chapter is an attempt to understand training and development practices in the GTLM. The chapter offers a brief overview of the background information of the GTLM to understand the possible effects of the municipality's prevailing training and development planning and implementation practices. The WSP and ATR, the two fundamental documents used for planning and recording of the training and development aspects were also discussed. Finally, the chapter discusses training and development funding as practiced in the GTLM. In the following chapter the study provides an analysis and interpretation of training and development practices.

## **CHAPTER FIVE**

### **DATA COLLECTION, ANALYSIS AND INTERPRETATION**

#### **5.1 INTRODUCTION**

This chapter derives from primary sources and is informed by the theoretical exposition in Chapter two and the legislative considerations discussed in Chapter three. Chapter four provides the descriptive overview of training and development of the GTLM as reflected in various official documents, such as the GTLM Training and Development Policy Document. Telephone interviews and a structured questionnaire were also used in this analysis and interpretation. During data analysis the task of probing the data in a way that helps to identify the crucial components that can be utilised in explaining the nature of training and development in the GTLM was undertaken. The research question driving this study is to understand the effects of the *Skills Development Act 97* of 1998 on transformation of municipal management training and development in the GTLM.

#### **5.2 DATA COLLECTION**

The mixed method (qualitative and quantitative) research design is used in this study (see also Chapter one section 1.6). As a forerunner to actual data collection, the researcher requested access to the GTLM through the office of the Director, Corporate Services (see Appendix 1). According to Salkind (2009:145) this requisition is necessary as it sets the scene for what is to happen as it outlines the purpose and objective of the research study. Ethical considerations are dealt with by the promise of confidentiality

and the manner in which confidentiality will be ensured, as respondents need not mention their actual names, only the post they occupy. It was also critical for the researcher to build rapport with the respondents, by visiting their offices on certain occasions prior to the study in order to create a good working relationship. In the endeavour to accomplish the objectives (see also Chapter one section 1.4) the researcher administered structured questionnaires to the Directors and Corporate Managers of the GTLM (see also Chapter one section 1.6.1).

The structured questionnaire, which is a Likert scale, assumed a quantitative approach. The questionnaire was divided into sections A, B, C and D with four variables aligned to the objectives of the study (see also Appendix 2). Section A of the questionnaire deals with the biographical data in order to gain knowledge of the respondents in aspects such as level of education and any developmental activities such as current studies. This is necessary to understand the extent to which the management cadre is trained and developed. Section B is aligned to the objective about the extent of opportunities created to improve existing skills and also to encourage employees to use the workplace as an active learning environment to acquire new skills. Section C is in accordance with the objective to explain the different kinds of training programmes and their relevance to the workplace. Section D addresses the objective to understand the support and financial investment in training and development in the GTLM. The structured questionnaire is divided into the four sections as a means to collect relevant data and provide themes to respond to the research question (see also Chapter one section 1.3).

In the analysis of data, the study also makes use of official documents (see also Chapter one section 1.6.3). Official documents are also used as a qualitative approach in order to complement and corroborate data obtained from the questionnaire. Follow-ups through unstructured telephone interviews (see also Appendix 4), were conducted with two senior officials responsible for undertaking the process of planning and

implementation of training and development in the GTLM (see also Chapter one section 1.6.2). The following section will analyse data as collected from the various mentioned sources.

### 5.3 DATA ANALYSIS AND INTERPRETATION

The structured questionnaire was analysed using the SPSS software package. Data analysis followed a sequential order as reflected in the questionnaire and order of objectives. The structured questionnaire contained several questions that are linked to the research question and study objectives. Questions in the structured questionnaire are interrelated across sections and are not analysed in isolation in this study. It is vital to put into perspective the staff establishment of the GTLM, as is shown in Table 5.1, before the analysis of the figures below (see also Chapter one section 1.6.1).

**Table 5.1: GTLM staff establishment**

<b>Institution</b>	<b>Staff establishment</b>	<b>Targeted population</b>	<b>Proportional sample (response rate)</b>
GTLM	237	38 approved posts  Only 27 posts filled	27  17 (63%) response rate

**Source: GTLM Final Annual Report 2009/10**

The following four objectives are discussed below with regard to how respondents reacted to the questions (sections 5.3.1-5.3.4).

### 5.3.1 Objective 1: *To understand the extent to which the management cadre is trained and developed*

In order to ensure that this objective is addressed, the following aspects, such as level of formal education and involvement in further studies of the respondents, were considered.

**Figure 5.1: Level of formal education**

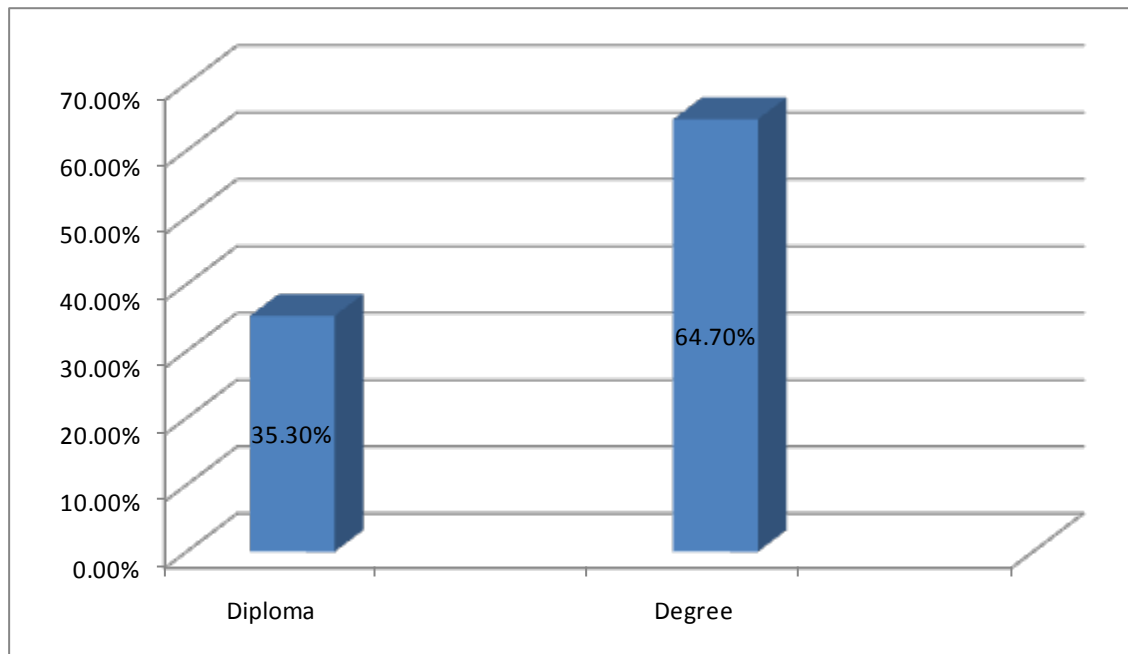


Figure 5.1 above shows that six of the respondents, accounting for 35.3%, have a diploma qualification, while eleven, constituting 64.7%, are qualified to the level of a

degree in various occupations such as human resources management. It can therefore be deduced from the data that the majority of respondents are suitably qualified to occupy the positions given to them in management of the municipality. According to the GTLM Training and Development Policy Document (2007:3) the municipality undertakes to offer loans and bursaries for study assistance programmes for further education, training and development. The granting of loans and bursaries to employees is in compliance with the objective of the *Skills Development Act* 97 of 1998 which seeks to train and develop the human resources. Mothae (2008:820) (see also section 2.3 of Chapter two) holds the view that regular training is necessary for encouraging and fostering continuous learning required for successful transformation in the local sphere of government. The view is based on the fact that various and major changes are occurring at a fast pace in South Africa, leading to institutional systems transformation to address the needs of communities in a democratic society. Figure 5.3 below shows the percentage and number of various further and current studies by the respondents.

**Figure 5.2: Involvement in further studies**

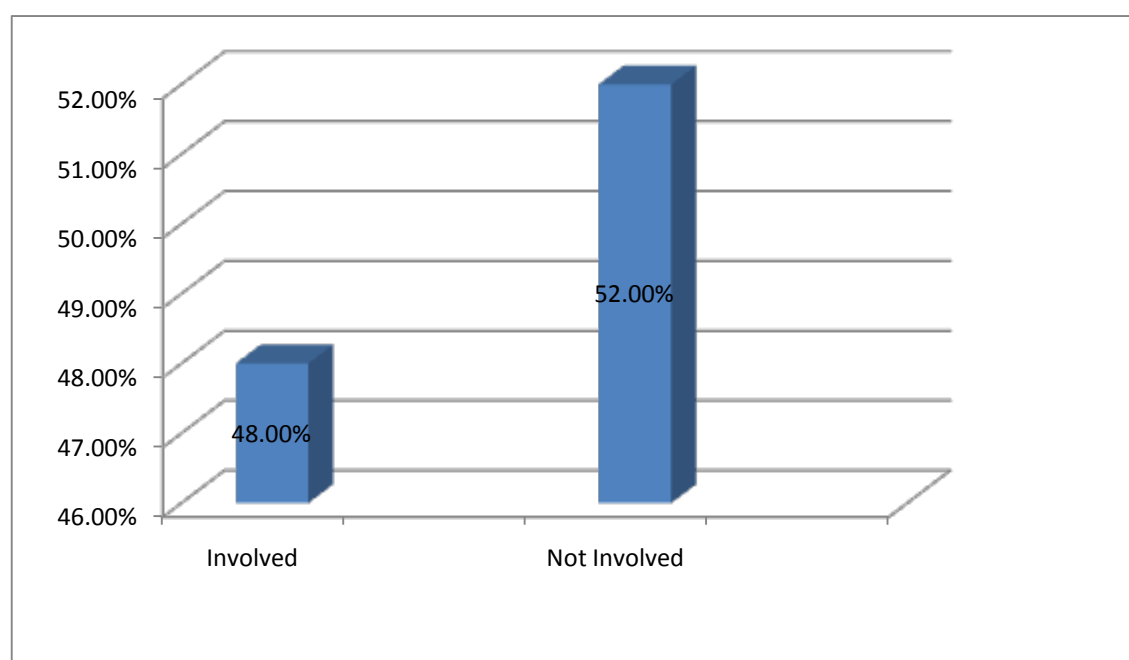
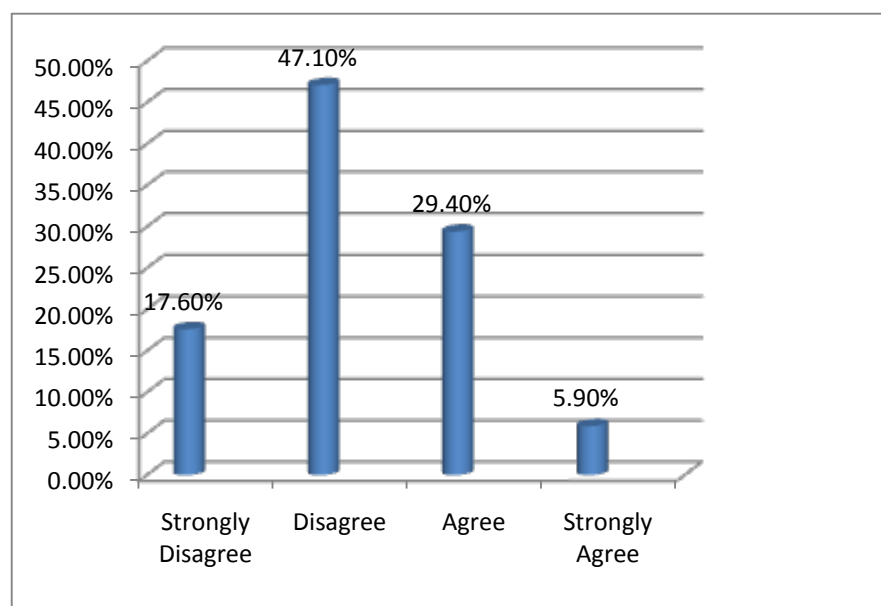


Figure 5.2 above shows that 48% of the respondents are currently engaged with further studies, while 52% are not involved. Engagement in further training and development becomes crucial as local government finds itself at the coalface of service delivery. Further training and development will consolidate the skills competence of the municipal management in order to accomplish developmental objectives such as provision of water and sanitation for the community. Engagement in formal and extended qualifications offered in institutions of higher learning such as the University of South Africa, remain largely an individual manager's initiative to secure sponsorship from the municipality. The overall impression of objective one is that the respondents are qualified to be in their posts, and are making an effort to improve their career prospectives through further studies.

**5.3.2 Objective 2: *To describe the extent of opportunities created to motivate employees to use the workplace as an active learning environment to acquire new skills***

In addressing this objective, several aspects were raised with the respondents, and these include training and development opportunities, funding of training and development, promotion after training and development, leave arrangements, recognition of training and development in the workplace, open communication, opportunities for personal career development, provision of a mentor in the workplace, awareness of the municipality's training and development policy and encouragement for management training and development. Figures 5.3–5.7 provide detailed responses in this regard.

**Figure 5.3: Provision of training and development opportunities**

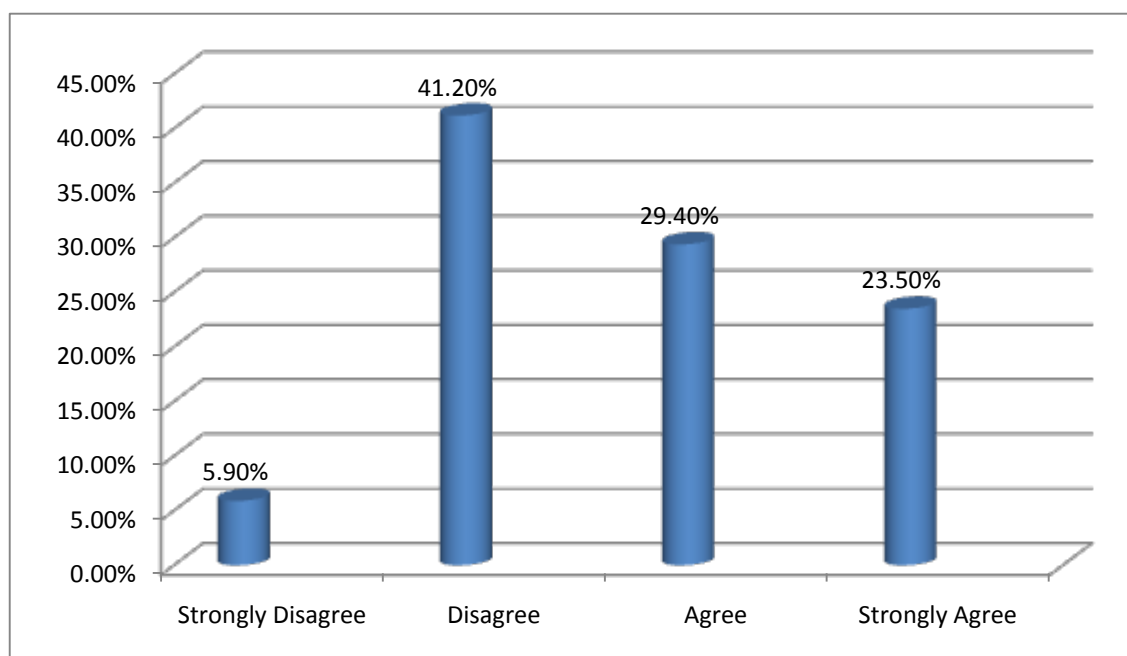


Respondents were asked to respond to the statement about whether training and development opportunities, such as learnerships, were provided. As Figure 5.4 illustrates, eleven respondents, constituting 64.7%, disagreed with the statement that training and development opportunities, such as learnerships, were provided in the GTLM. To the contrary six respondents, accounting for 35.3%, were in agreement with the statement.

On the question as to whether training and development is funded by the municipality as an opportunity, eight respondents, constituting 47.1%, disagreed while nine respondents, at 52.9%, agreed with the statement that the municipality funds employee training and development activities, thus providing opportunity for training and development (see also Figure 5.4 below).



**Figure 5.4: Funding for training and development**

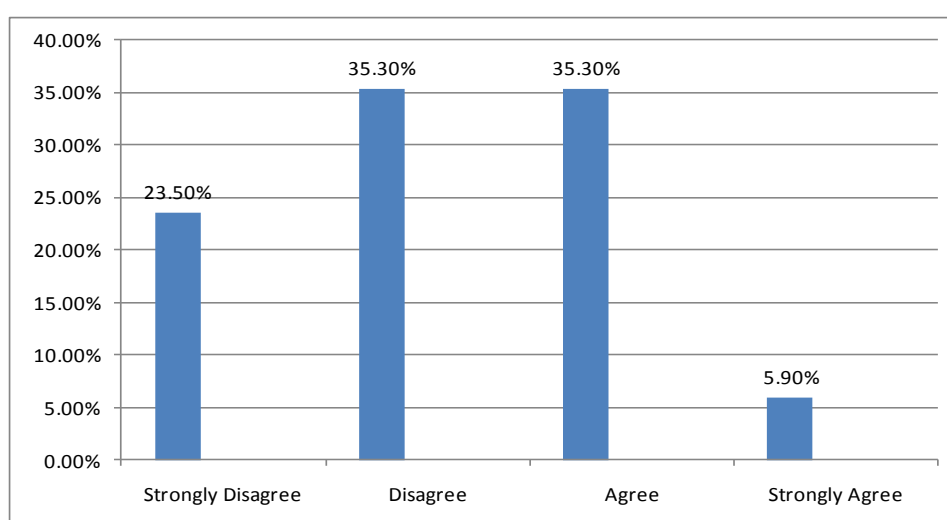


Institutions that could enjoy lasting competitive advantage are those that realise the significance of tapping people's commitment and capacity to learn. This can only be accomplished through the creation of conditions conducive for learning, such as provision of funding for training and development. As Swart *et al.* (2005:2) assert that institutions consist of people, and people matter because in the highly competitive environment in which government institutions such as municipalities operate, human capital has become a special strategic commodity in gaining advantage over the others. Human resources skills training and development therefore become an important part for institutions to nurture potential and expose creativity and quality.

A further statement about whether opportunities are presented for career advancement after training and development was made to the respondents. As Figure 5.5 below shows, ten respondents, constituting approximately 58.8%, disagreed while seven, constituting 41.2%, agreed with the statement. It can therefore be deduced from the

data that provision of training and development is not primarily meant for parochial individual benefit, but for the improvement of service delivery. This observation is consistent with the GTLM Training and Development Policy Document (2007:2) which states that training and development should be needs-based and support work performance.

**Figure 5.5: Career advancement after training and development**

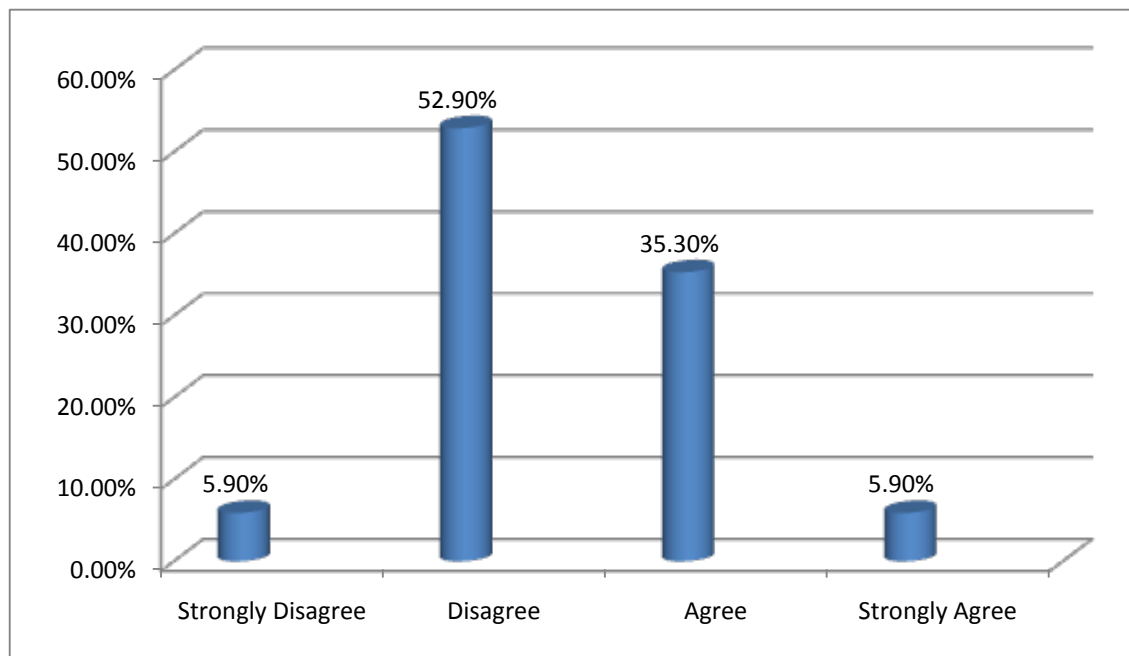


Furthermore, a statement was made about satisfaction with leave arrangements, such as study leave, for education and training purposes. Seven respondents, constituting approximately 43.8%, disagreed with the statement while nine, constituting 56.2%, agreed. These responses lead to the conclusion that giving time off for study purposes is seen by the respondents as essential to afford opportunities for training and development. In order to encourage development of the learning institution, local municipalities need to create an atmosphere of transparency, open communication and readiness to accept innovative ideas and experimentation. It is clear from all the responses above that the majority of respondents, 53.75%, disagree that opportunities are created to motivate employees to undergo training and development. This deduction

poses challenges to the municipality's operational practices as according to the GTLM Training and Development Policy Document (2007:6), the GTLM undertakes an obligation to educate, train and develop its employees and to establish and maintain a learning environment that respects and accommodates the values of its employees and the community.

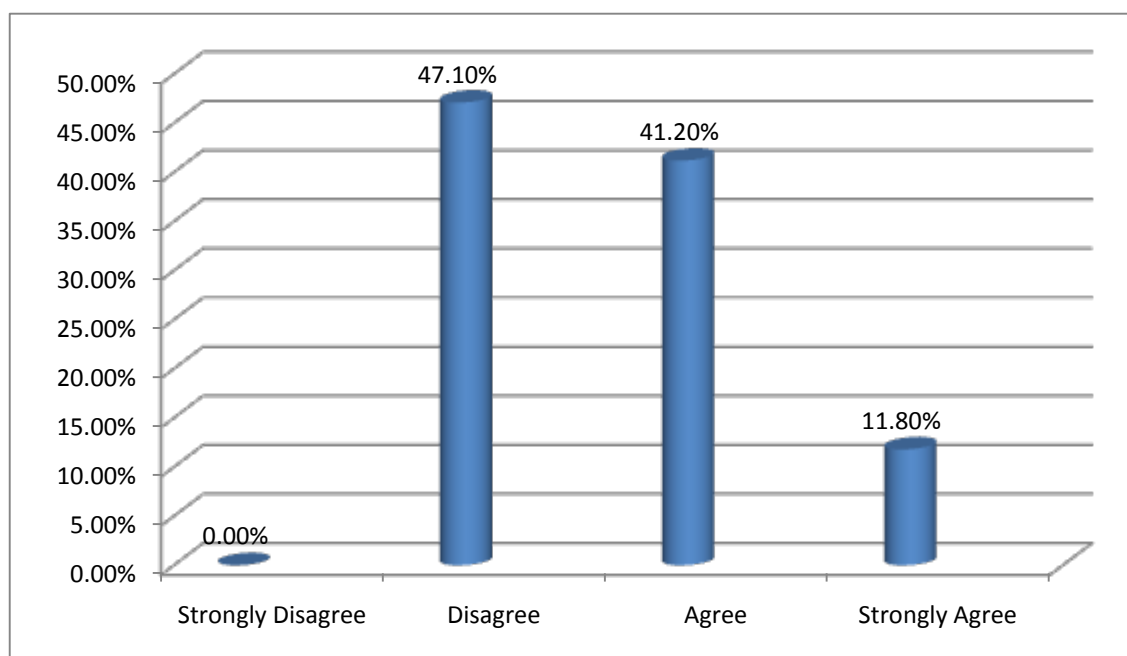
The following statements were made to the respondents. A statement was made about the recognition of training and development in the workplace, through what the respondents could attach significance to, in aspects such as cash pay-outs or public announcement of graduates on notice boards. Eleven respondents, constituting 64.7%, disagreed with the statement while six at 35.3%, agreed. On the statement about the existence of open communication on training and development in the municipality, ten respondents disagreed, at a percentage constituting 58.8%, while seven respondents, accounting for 41.2%, agreed (see also Figure 5.6 below). Public sector institutions are legally obliged to provide information and communication on a regular and continuous basis to those in need, such as employees who stand to enhance their performances through such information and communication. Non-provision of information and open communication is inconsistent with the GTLM's Training and Development Policy Document (2007:3) which states that training and development must adhere to transparency and participation. This data analysis points to the gap that exists between theory and practice as it shows that most managers are not provided with information timeously and regularly.

**Figure 5.6: Open communication about training and development**



Nine respondents, at 52.9%, disagreed with the statement about the awareness of opportunities for personal career development, while eight respondents, constituting 47.1%, agreed. Another interesting statement made in the study was about whether opportunities to be provided with a mentor in the workplace exist. Eleven respondents, at 64.7%, disagreed compared with six, constituting 35.3%, who agreed with the statement. As shown in Figure 5.7 below, it came as a surprise that eight of the respondents, constituting 47%, were not aware of the training and development policy of the municipality, with nine respondents, at 53%, agreeing that they were aware of training and development policy of the municipality.

**Figure 5.7: Awareness of training and development policy**



The ultimate statement to be made to respondents was whether training and development for management was encouraged and supported. To this statement, ten respondents, at 58.8%, disagreed compared to seven, at 41.2%, who agreed.

It is interesting to note that further analysis of the data points to the majority of respondents, accounting for 58%, who disagree with the objective that opportunities are created to motivate employees for training and development in the GTLM. The final data analysis shows that an overall majority of 56% on average disagree with the above-mentioned objective. It should be realised that training in local municipalities becomes relevant to meet the challenges posed by transformation as management constitutes the guiding force through the labyrinth of change, especially in rural municipalities such as the GTLM. Mothae (2008:824) advises that it is through training that municipal officials acquire knowledge and skills on specific municipal matters, such as municipal financial management. The institution of training programmes will assist in exposing

both individual and institutional potential performance against set policy benchmarks. As Du Toit *et al.* (1999:196) advise, (see also Chapter one section 1.2) improving public service and product delivery to the public can only be achieved through the skills of public managers. Institutionally-initiated training could lead to reduced employee turnover due to higher employee morale, motivation and job satisfaction. In this regard, the purpose of the *Skills Development Act 97 of 1998*, which is to train and develop the South African workforce, ought to be taken into account as South Africa is undergoing rapid socio-economic transformation both at an individual and institutional level.

### **5.3.3 Objective 3: *To explain the relevance of training and development programmes in the workplace***

In order to address this objective, several aspects were raised with the respondents, and they include offering of management courses, accreditation of training and development courses, development and follow-up on WSP, work-related workshops, work-related conferences, relevance of training and development, application of training and development in the workplace, sharing acquired knowledge in the workplace and support for personal development plans. Table 5.1 and Figures 5.8–5.12 provide information in this regard.

The GTLM Training and Development Policy Document (2007:2) mentions that nominations for training and development are based on individual and institutional needs as all training is to be performance-based, aimed at present and future career development, and comply with the desired accepted standards. Furthermore, the policy mentions that in order to cope with the rapid changes and to deal proactively with transforming local government, special attention should be given to training and development programmes in the context of the *Skills Development Act 97 of 1998*. To

explain the different kinds of training and development programmes and their relevance to the workplace, various statements were made for consideration by the respondents.

Respondents' opinions were sought on whether various management courses were offered and whether training and development courses are accredited and lead to formal qualifications. To these two statements, fourteen respondents, constituting 82.3%, and eight, representing 47.1%, disagreed, while three, accounting for 17.6%, and nine, at 53%, respectively, agreed. Table 5.2 below provides records of short courses over a three year period (2008–2010) as an attempt to improve the skills base of the GTLM.

**Table 5.2: Attendance of courses**

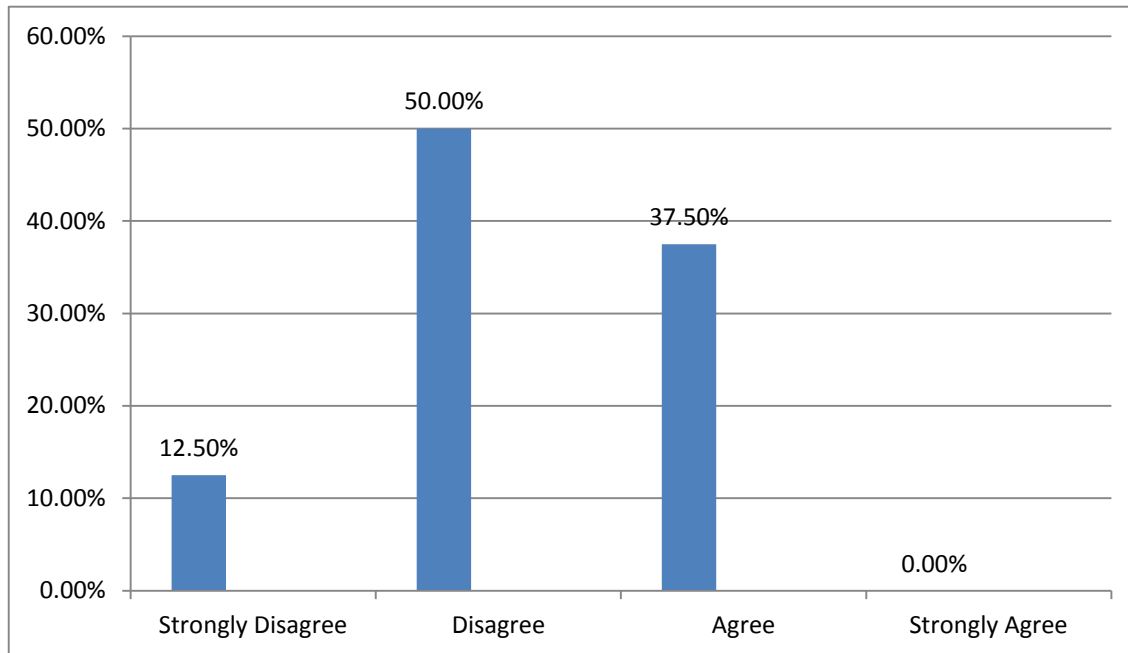
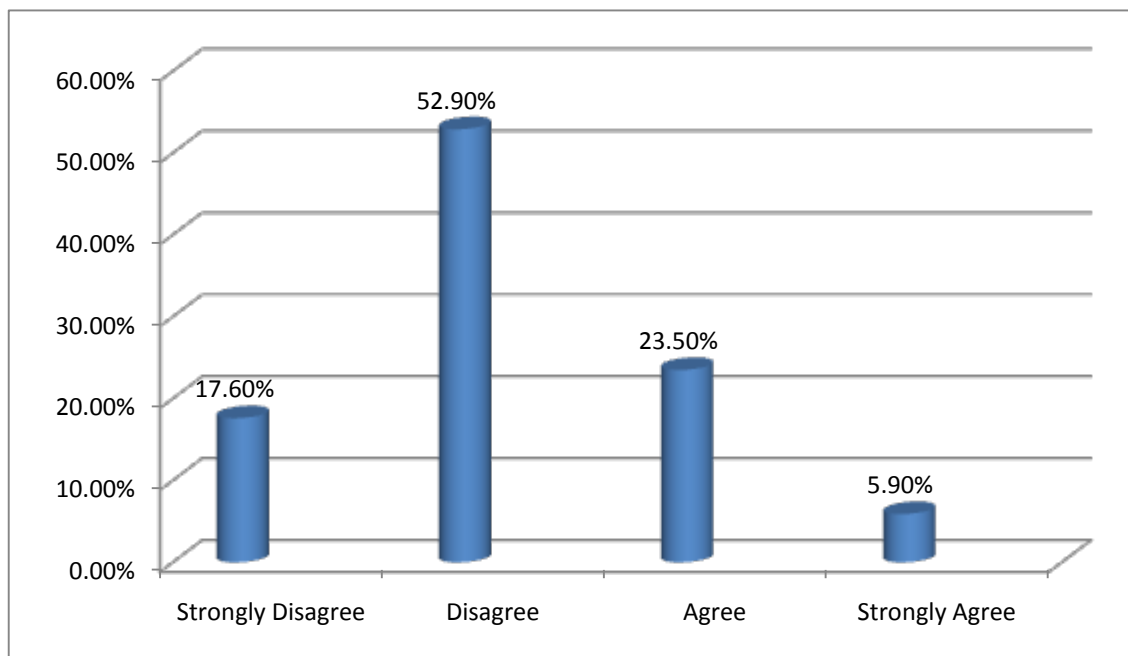
Course	Disagree		Agree	
	Frequency (Number)	Percentage	Frequency (Number)	Percentage
Financial management	11	64.7	6	35.3
Time management	14	87.5	2	12.5
Interpersonal communications	14	87.6	2	12.5
Interpersonal relations	11	73.4	4	26.7
General management	11	68.8	5	31.3

Asset management	10	66.7	5	33.4
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Chapter four of the *Skills Development Act* 1998 makes provision for the implementation of work-based structured learning programmes that lead to an occupationally-related qualification registered with the NQF. It should be noted that the training provider ought to be accredited with the LGSETA and SAQA for quality control purposes. Data analysis of the two statements indicates that the majority of the respondents, at 64.7%, have not attended relevant and accredited courses which are intended to lead to occupationally-related qualifications.

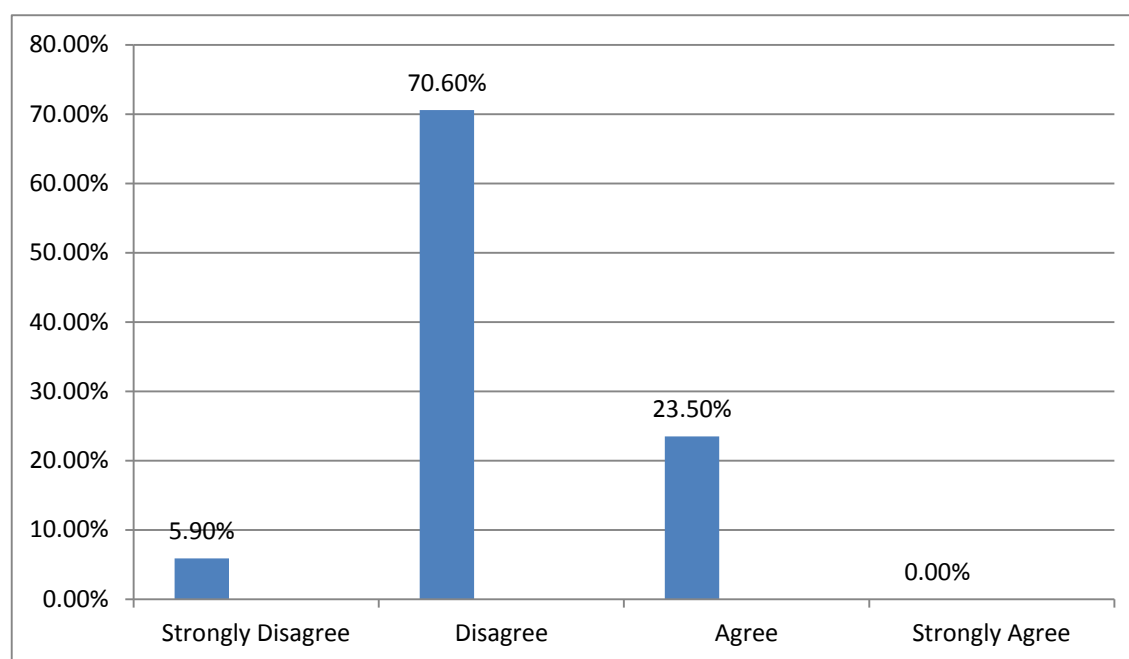
Nine respondents, at 56.3%, disagreed that the WSP is developed and followed through, while seven, constituting 43.7%, agreed. The findings also revealed that ten respondents, at 62.5%, disagreed that there are enough work-related workshops to be attended, with six respondents, at 37.5%, agreeing with the statement. In terms of whether enough work-related conferences for training and development were organised, twelve respondents, accounting for 70.5%, disagreed while five, accounting for 29.5%, agreed (see also Figures 5.8 and 5.9 below).



**Figure 5.8: Work-related workshops****Figure 5.9: Work-related conferences**

The majority of the respondents, at 63.1%, disagreed that the WSP is developed and followed through, that enough work-related workshops and conferences are offered, compared to 36.9% who agreed. As training and development involves various stakeholders such as the LGSETA, Grawinsky (2007) explains (see also Chapter three section 3.2.1.4) that SETAs were established in terms of Chapter three section (9) (1) of the *Skills Development Act* 97 of 1998 as a vehicle for the skills revolution in South Africa, and the LGSETA was established to deal especially with the skills interests of the local government. According to Grawitzky (2007:2), SETAs faced immediate pressure to deliver on skills planning and implementation, but over the years SETAs were constrained with a myriad of operational problems due to institutional incapacity.

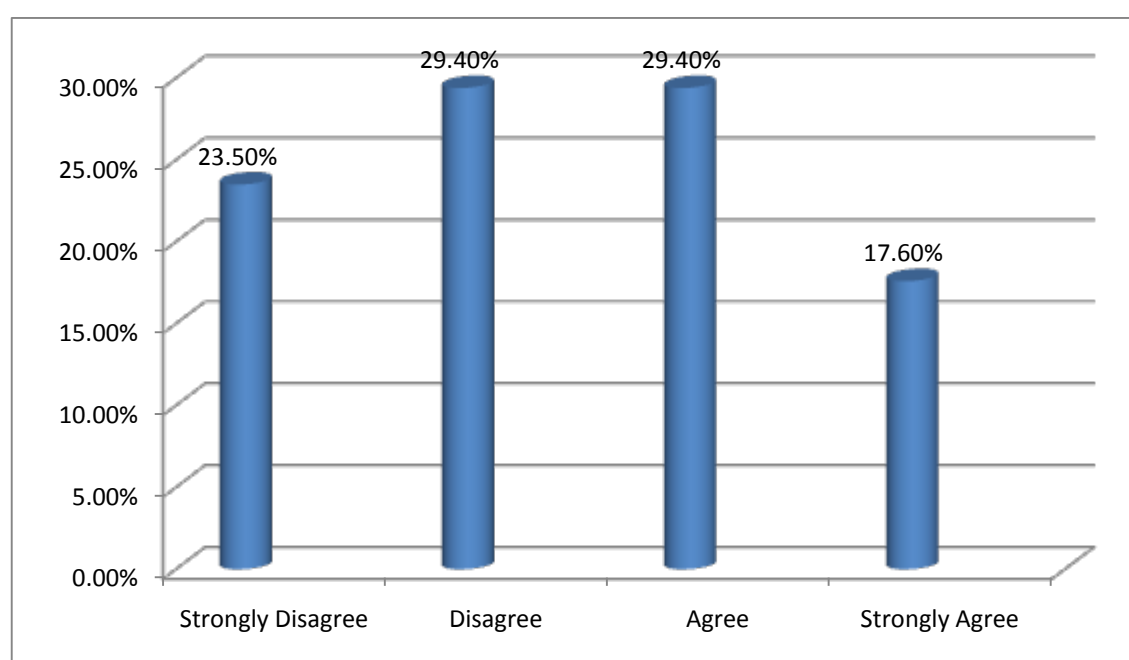
**Figure 5.10: Relevance of training and development**



On the relevance of training and development courses to the workplace, (see also Figure 5.10 above) thirteen respondents, accounting for 76.5%, disagreed that training and development are relevant to the goals of the departments, while four respondents,

at approximately 23.5%, agreed. The respondents' disagreement with the statement above is corroborated by the question as to whether respondents felt empowered to apply acquired training and development in the workplace where nine respondents, at 52.9%, disagreed, contrary to eight, accounting for 47.1%, who agreed. This data is illustrated in Figure 5.11 below.

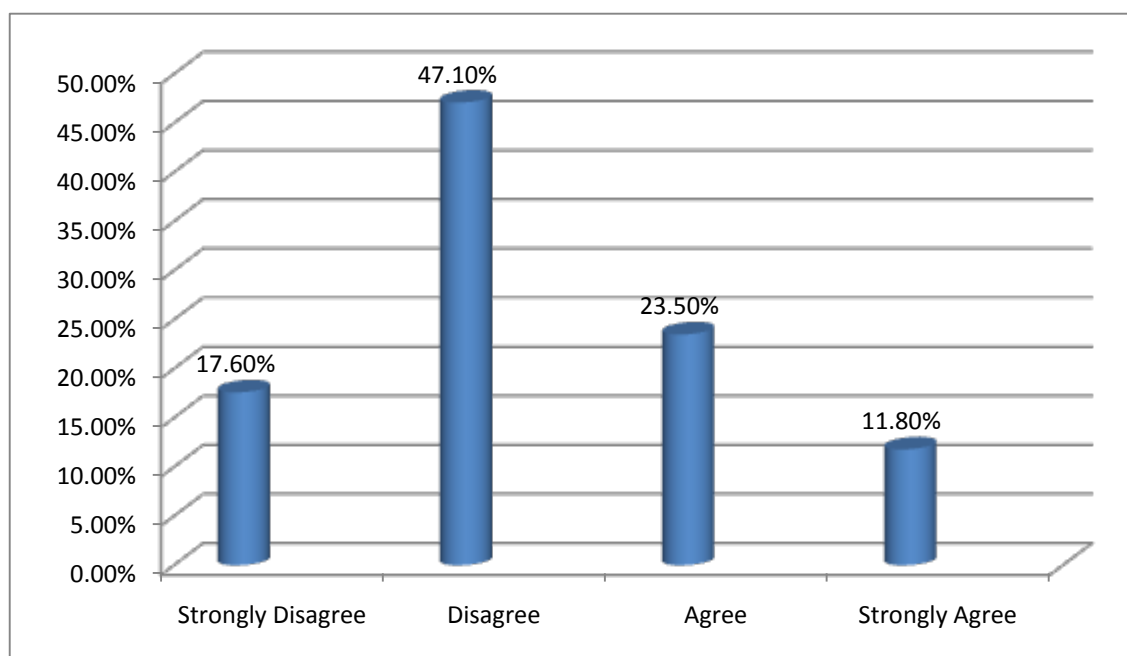
**Figure 5.11: Application of acquired training and development**



Respondents were asked whether employees are encouraged to share acquired knowledge in the workplace: seven, at 41.2%, disagreed compared to ten, at 58.8%, who agreed with the statement.

Eleven respondents, at approximately 64.7%, disagreed that personal development plans relevant for effective work performance are supported and followed through while six respondents, at 35.3%, agreed (see Figure 5.12 below).

**Figure 5.12: Support for personal development plans**



Further analysis of the foregoing four statements relating to relevance reveals that the majority of respondents, at 58.8%, disagree with the above-mentioned four statements, compared to 41.2% who agree. It can be deduced that the majority of respondents, at 62.2%, disagree with the objective on the relevance of training and development programmes to the workplace and 37.8% agree. Lack of institutional knowledge displayed by the majority of respondents could point to a lack of a proper institutional communication system, coupled with insufficient delegation of authority as the GTLM has adopted the system of an executive mayor who wields considerable management authority. Section 51 (g) (ii) of the *Local Government: Municipal Systems Act 32 of 2000* asserts that a municipality must perform its functions, when necessary, on a decentralised basis and involve staff in management decisions as far as is practicable.

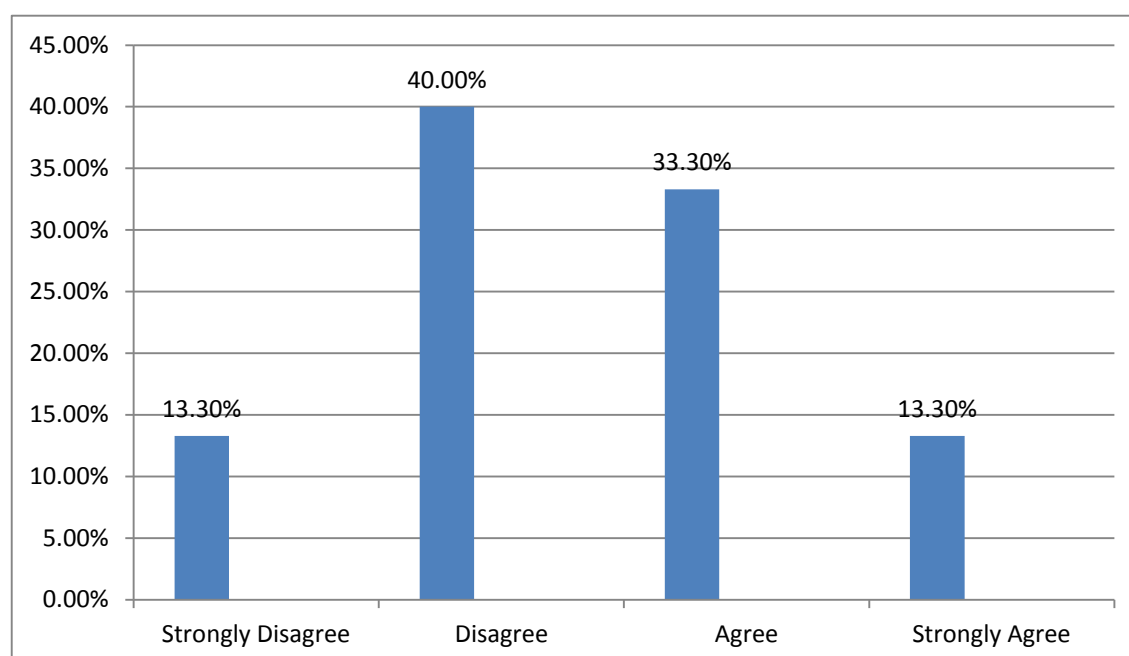
#### **5.3.4 Objective 4: *To understand the support and financial investment in training and development***

To address this objective, several aspects were raised with the respondents, and they include awareness of a budget for training and development, funding for training and development resources, communication on training and development funding, participation in the yearly budget process, the role of the LGSETA in funding, awareness of the increment in the yearly training and development funding and access to information on training and development. Figures 5.13–5.16 provide detailed information in this regard.

According to the GTLM Training and Development Policy Document (2007:3) training and development is the most important means by which the quality of service delivery can be enhanced, and institutions are morally and constitutionally obliged to provide training and development for their employees. Institutions such as the GTLM are constitutionally bound to provide adequate funding to permit employees to pursue training and development. Indeed the municipality accepts responsibility for funding training and development as it undertakes to provide the required funds from available resources for training and development (GTLM Training and Development Policy Document 2007:7). It is in the pursuit of the objective to understand the level of investment in training and development that relevant statements were made for consideration by the respondents.

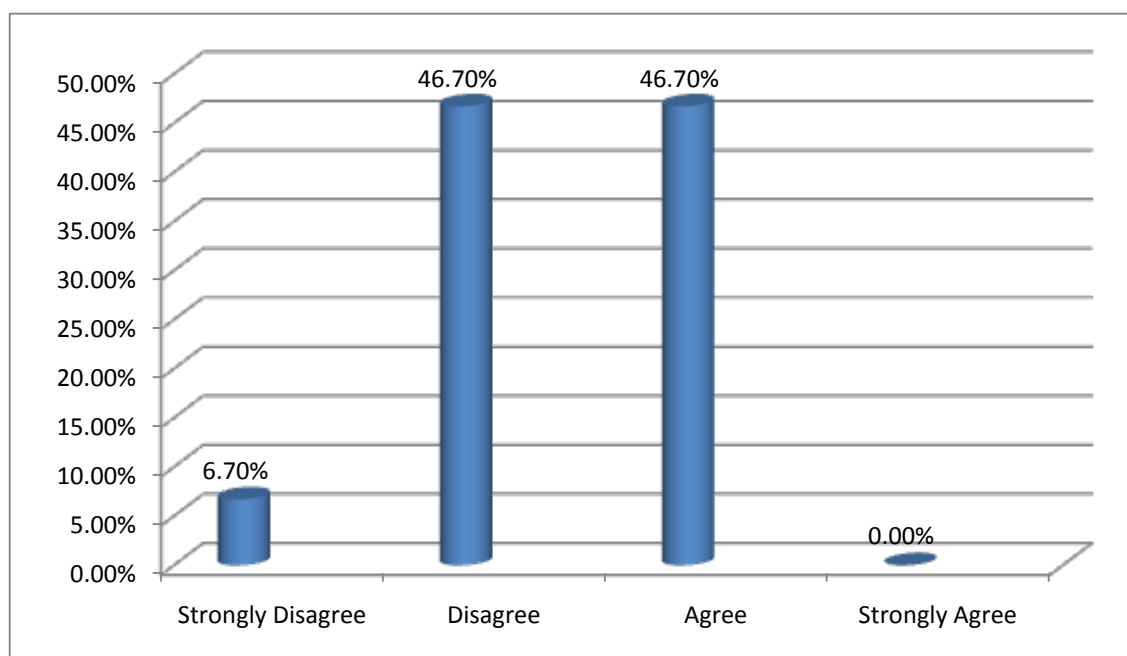
Respondents were requested to consider whether they were aware of the existence of a budget for training and development by the municipality. Eight respondents, accounting for 53.3%, disagreed while seven respondents, at 46.6%, agreed that they were aware of the existence of a training and development budget (illustrated in Figure 5.13 below).

**Figure 5.13: Existence of training and development budget**



A follow-up and related statement asked respondents to consider whether funding for training and development was sufficient for the provision of resources such as computers and stationery, and to this twelve respondents, at 80.0%, disagreed while three respondents, at 20.0%, agreed. This discovery from the two statements above proved challenging as it is inconsistent with the GTLM pledge to provide the required funds for training and development in a transparent and consultative manner.

When respondents considered whether communication is provided on funding for training and development, eight respondents, constituting 53.4%, disagreed while seven, at 46.6%, agreeing (see Figure 5.14 below).

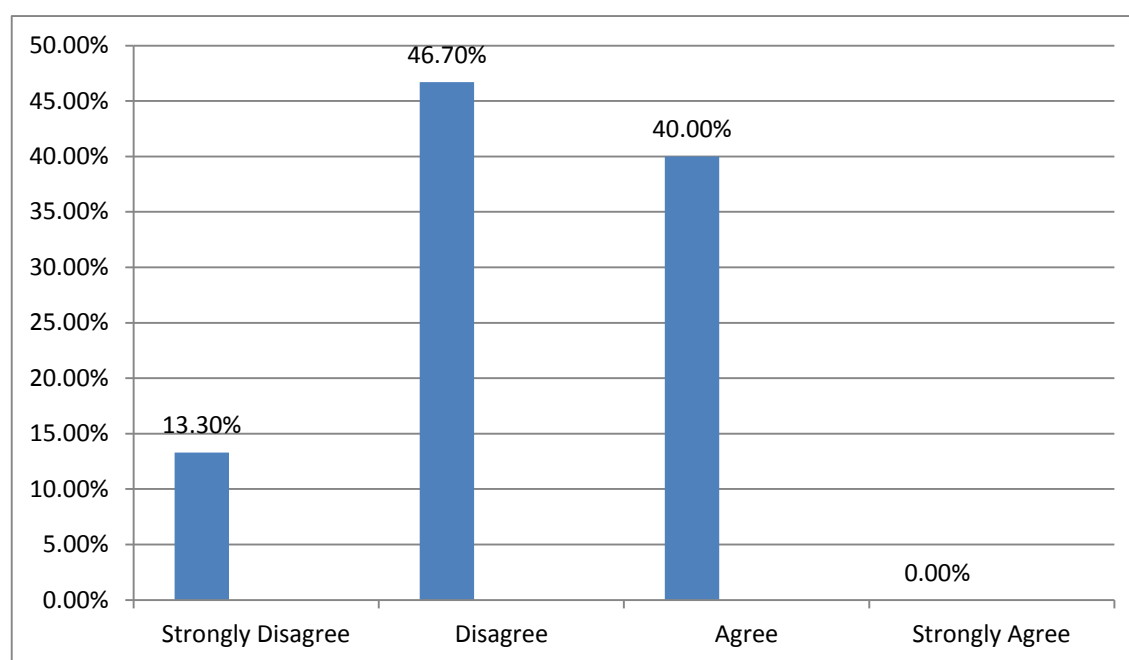
**Figure 5.14: Communication on funding**

Analysis of the above data reveals that the majority of the respondents, even though in management positions, are not aware of the budget processes of the GTLM. This situation could be attributed to the fact that some managers are still new and have not been properly inducted in the GTLM governance processes, or it could clearly be due to lack of proper training and development. Nengwekhulu (2009:344) asserts that skills shortage does occupy a central role in the delivery of public services (see also Chapter two section 2.3). Lack of quality skills has a critical bearing on local government managerial capacity and impacts negatively as local government constitutes the coalface of service delivery.

Further statements were made to the respondents concerning budgetary processes. Respondents were asked to consider a statement that their input or participation in the departmental yearly budget was supported. Fourteen respondents, at 93.4%, disagreed as compared to one, at 6.6%, who agreed with the above statement. This situation

could be attributed to a lack of open and transparent communication and the imposition of decisions from the political office-bearers such as the municipal council. Nine respondents, at 60.0%, disagreed that they were aware of the role played by the LGSETA in the provision of funding for training and development purposes in the GTLM, compared to six, at 40.0%, who agreed with the statement. The LGSETA's vision is to establish itself as central to the success of enhanced skills development strategies and development of the local government into efficient frontline agencies (see Chapter three section 3.3.1). However, analysis of the data points to a gap between the vision of the LGSETA and the operational needs in the municipalities. It is the opinion of the researcher that the LGSETA needs to increase its involvement in training and development, such as investing in communication systems between itself and municipalities, in order to operationalise its vision and mandate transparently and successfully. See Figure 5.15 below on awareness of LGSETA's involvement in funding training and development.

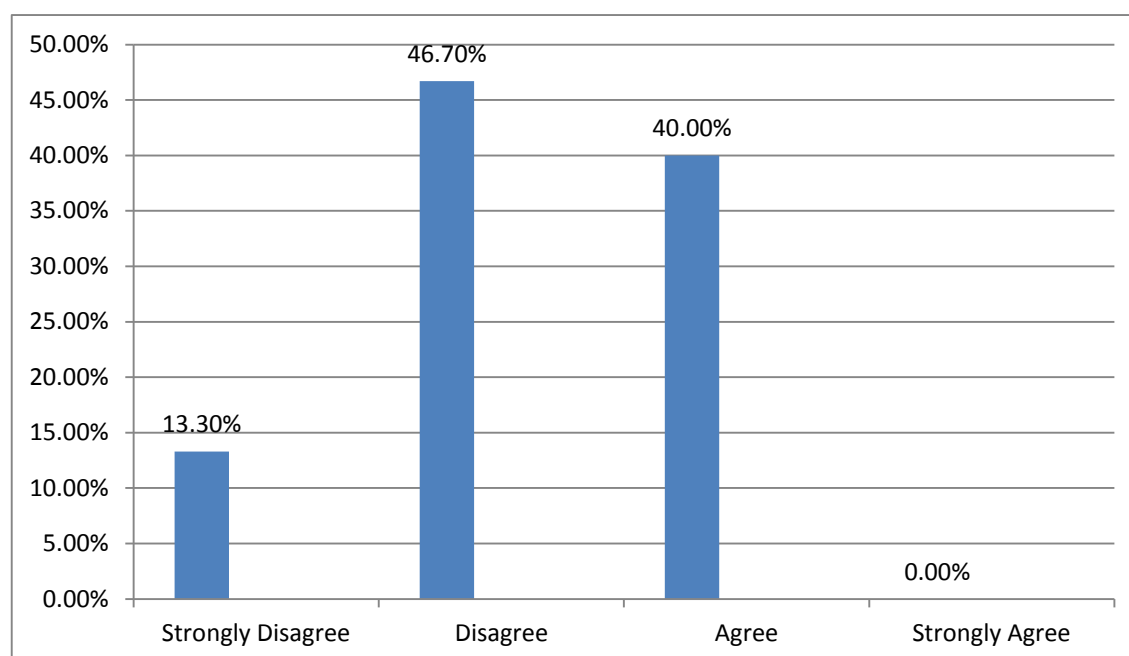
**Figure 5.15: Awareness of LGSETA's involvement in funding**





What also came as of interest and surprise was that nine respondents, constituting 60%, disagreed that they were aware of increments in the yearly training and development budget against six respondents, at 40%, who agreed with the statement (see Figure 5.16 below).

**Figure 5.16: Yearly budget increment**



Finally, nine respondents, accounting for 60%, disagreed that access to information on training and development was supported, while six, at 40%, agreed. Interpretation of this data on lack of awareness of increments in the yearly budget points to lack of proper and transparent communication systems in the GTLM. This situation remains inconsistent with some of the sections of the GTLM Training and Development Policy Document (2007:3) which state that the training process must further adhere to transparency, participation and consultation.

The major findings of the study indicate that on the first objective the majority of respondents are well qualified as they possess diplomas and degrees due to the assistance of the municipality, with nearly half, at 48%, currently involved in furthering their studies. On the second objective, the researcher found that the majority disagreed that opportunities were created to encourage employees to use the workplace as an active learning environment to acquire new skills.

Further analysis and interpretation of data reveal that on the third objective the majority of respondents did not attend certain crucial courses, and they also disagreed that the courses were relevant to the workplace. Final data analysis and interpretation of the fourth objective also revealed that the majority of respondents were not in agreement that they were aware of the levels of investment put into education, training and development.

## **5.4 CONCLUSION**

This chapter on data collection, analysis and interpretation is based on the scholarly exposition engaged in Chapter two, and driven by legislative prescriptions as delineated in Chapter three. Chapter four lends crucial support in providing a discussion of the case study of the GTLM. Analysis and interpretation were based on the main question driving this study which sought to understand whether the effects of the transformation of management training and development in the GTLM are visible and pronounced (see also Chapter one section 1.3) with emphasis on the outlined objectives (see also Chapter one section 1.4). The following chapter puts details on the findings into perspective and ultimately makes some recommendations.

## **CHAPTER SIX**

### **FINDINGS AND RECOMMENDATIONS**

#### **6.1 INTRODUCTION**

Analysis and interpretation in the preceding chapter were based on the main question driving this study (see Chapter one section 1.3) with emphasis on the objectives outlined in Chapter one section 1.4. This chapter provides the findings of the study, as well as recommendations. Suggestions for further study to unbundle training and development in the GTLM are advanced. Denscombe (2007:326) advises that the researcher should be able to present the relevant findings before going ahead to discuss the implications that they might have for the aspect under scrutiny.

#### **6.2 FINDINGS AND REALISATION OF STUDY OBJECTIVES**

The findings and realisation of the four study objectives emanated from the main research question. The research question of this study is the following:

*What are the transformation effects of the Skills Development Act 97 of 1998 on management training and development within the Greater Tubatse Municipality?*

This chapter provides a synthesis of the findings in accordance with the stated objectives.

**6.2.1 Objective 1: *To understand the extent to which the management cadre is trained and developed***

It can be deduced from the findings that the majority of respondents are suitably qualified in academic terms to occupy the positions given to them in management of the municipality. The findings further reveal that some respondents, at approximately 487%, are actively engaged in further education, training and development at institutions of higher learning. The trend in further studies is in compliance with the purpose of the *Skills Development Act 97* of 1998 which seeks to develop the skills of the South African workforce, to improve the quality of life of workers and their prospects of work and labour mobility. Training and development become crucial as local government finds itself at the coalface of service delivery.

**6.2.2 Objective 2: *To describe the extent of opportunities created to motivate employees to use the workplace as an active learning environment to acquire new skills***

The study reveals that the majority of respondents (see also Chapter five section 5.3.2) disagree that opportunities are created to motivate employees for training and development. The incapacity to create sufficient opportunities for training and development is incompatible with the provision of the *Skills Development Act 97* of 1998 which makes a prescription for management to be afforded opportunities to acquire new skills and use the workplace as an active learning environment. As Du Toit *et al.* (1999:196) advise, improving public service and product delivery to the public can only be achieved through the skills of public managers. Training and development are important in that public managers are continually faced with problems of innovation in their quest to transform the public sector from a centralised bureaucratic mechanism to a transparent and democratic mechanism.

### **6.2.3 Objective 3: *To explain the relevance of training and development programmes in the workplace***

Analysis of the third objective reveals also that even though the GTLM provides various kinds of training and development programmes, the majority of the respondents did not participate in them, and further that those training and development programmes were not relevant to the workplace (see also Chapter five section 5.3.3). This finding is inconsistent with the stipulations of the GTLM Training and Development Policy Document (2007:2) which states that nominations for training and development be based on individual and institutional needs, all training be performance-based, aimed at present and future career development, and complies with the desired accepted standards. Furthermore, the document asserts that in order to cope with the rapid changes and to deal proactively with transforming local government, special attention should be given to training and development programmes in line with the *Skills Development Act 97 of 1998*. It can therefore be deduced that operationalisation of this objective seems constrained by various challenges, and proves inconsistent with the objective of the *Skills Development Act 97 of 1998* to encourage management to participate in leadership and other training programmes, and to ensure the quality of education and training in and for the workplace.

### **6.2.4 Objective 4: *To understand the support and financial investment in training and development***

The majority of respondents indicated that they were not aware of the level of investment in training and development (see also Chapter five section 5.3.4). This finding proved interesting and surprising as the respondents are in management positions and should therefore be aware of the budgeting processes. However, documentary analysis of the GTLM ATR 2008/9 and 2009/10 indicates that totals of

R1 076 722 and R1 350 000 respectively were budgeted for training and development, thus showing an increment in the budget for training and development (see also Chapter four section 4.7). It can be deduced that this inconsistency between documentary analysis and the responses from the questionnaire could be attributed to a lack of transparent communication and consultation. This inconsistency on the level of funding for training and development requires further study, because of various inherent disadvantages contained in research tools, such as the respondents' willingness to be open and tell the truth, (see also Chapter one section 1.6.1 and 1.6.3).

The final synthesis of the foregoing objectives, as a direct response to the research question in this study (see Chapter one section 1.4) reveals that the effects of the *Skills Development Act 97 of 1998* are realised in terms of providing sponsorship for furthering studies. This is in line with the overall objective to train and develop human resources, as espoused in the *Skills Development Act 97 of 1998*. It can be argued that although attempts are made in the GTLM to use the workplace as an active learning environment through provision of courses relevant for the workplace, evidence shows a general dissatisfaction in management training and development. Financial investment allocated to training and development needs to be reviewed in accordance with the vision and mandate of the GTLM (see also Chapter four section 4.2.1). Although the GTLM Training and Development Policy Document (2007) advocates training and development in accordance with the *Skills Development Act 97 of 1998*, implementation to the management cadre remains unsatisfactory, as the effects are minimal.

From the foregoing it is necessary to draw recommendations which are intended to improve the practice pertaining to the effects of training and development in the GTLM.

### 6.3 RECOMMENDATIONS

For the GTLM to be compliant with the stipulations of the *Skills Development Act 97 of 1998* the following recommendations should be taken into consideration:

- As training and development in South Africa, especially at local government sphere which is closer to communities in service delivery, occupy strategic significance and relevance, the appointment of a dedicated skills development facilitator at senior level should be considered. The primary role of the skills development facilitator would be the compilation of the WSP and ATR.
- The Training and Development Committee should be capacitated through appointment of additional human resources with sufficient organisational authority to make decisions.
- The GTLM needs to devise a credible and transparent communication strategy to ensure a speedy and reliable delivery of both strategic and operational information; and in this regard urgent efforts, such as investment in human and physical communication resources, have to be undertaken to streamline the ICT.
- The GTLM Training and Development Policy Document needs to be reviewed to give clarity to the role of the various stakeholders, such as the LGSETA, in the facilitation of training and development in the GTLM.
- Critical consideration is required to address the issue of the relevance of training and development programmes, and this should be done in collaboration with the various stakeholders, such as labour unions and community structures.
- Performance management should be monitored in order to enhance management accountability.

- The GTLM should appoint accredited service providers in training and development.
- Workplace Skills Plans should be developed in a transparent and consultative manner.
- The Mayor's Bursary Fund should be administered within training and development structures to ensure proper strategic budget planning.
- A management induction programme should be instituted to enable newly appointed managers to understand working circumstances and processes in the municipality.



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## **APPENDIX 1**

### **Letter seeking permission to conduct research in the Greater Tubatse Local Municipality.**

ATT: Mrs M Mapheto

Department of Public Administration and  
Management

P O Box 392

UNISA

23 November 2011

The Municipal Manager

Greater Tubatse Local Municipality

P O Box 206

Burgersfort

### **REQUEST TO CONDUCT A RESEARCH STUDY IN THE GREATER TUBATSE LOCAL MUNICIPALITY – POSSIBLE DATES 24–25 FEBRUARY 2011.**

QUESTIONNAIRE DURATION APPROXIMATELY 10 MINUTES

INTERVIEW DURATION APPROXIMATELY 10 MINUTES

I hereby request permission to conduct a research study through administration of a questionnaire to the management cadre, namely the full-time councillors, municipal manager, the nine (9) directors, managers under the various directorships and the human resource section as an entity. If possible, brief interviews with the nine directors could also be conducted to supplement the questionnaires. The researcher will also request official documents, such as the following:

- 1 Municipality's Training and Development policy;

- 2 Workplace Skills Plan 2007–2011;
- 3 Skills Implementation Plan 2007–2011;
- 4 Annual Training Report 2007–2011;
- 5 Statistics on kinds of training (courses) attended; and
- 6 Training and Development budget (various years) eg 2007–2011.

The study is meant to satisfy conditions prescribed for the Magister Technologiae (M Tech) degree, Public Management, at the University of South Africa. The research study is provisionally entitled *Effects of the Skills Development Act 97 of 1998 on Transforming Municipal Management Training and Development – a case study of the Greater Tubatse Municipality*.

The objective of the study is to explore the extent and quality of the effects of the Skills Development Act 97 of 1998 in transforming municipal training and development, within the context of national guidelines as contained in legislation such as the 1996 Constitution of the Republic of South Africa and *Promotion of Access to information Act* 2 of 2000. Such strategic measures were undertaken with the view to empowering the previously disadvantaged groups, such as African managers. The study will also serve as an evaluative yardstick for the municipality concerning issues related to training and development, and for possible recommendations and further study.

Specific objectives of the study are the following:

- 1 To explore the extent to which the management cadre is trained and developed;
- 2 To describe the extent of opportunities created to motivate employees to use the workplace as an active learning environment;
- 3 To explain the relevance of training and development programmes to the workplace;
- 4 To understand the levels of investment put into training and development.

**The study will be conducted under strict confidential arrangements, without prejudice to any participants' integrity. Actual names of participants will not be revealed. A copy of the final dissertation will be forwarded to your municipality for perusal.**

It will be appreciated if your office could acknowledge receipt of this letter and give feedback concerning the request at your earliest convenience. The study is scheduled for completion by March/April 2011.

Yours sincerely

Gerald Mohlala

Postgraduate Assistant and Tutor – UNISA

012 429 6252 (office); 076 108 1137 (cell); 086 571 8645 (fax to e-mail)

P.S. My interest in the study stems from the fact that I am a resident of Ga-Mampuru village, which forms part of the Greater Tubatse Local Municipality.

## **APPENDIX 2**

### **Questionnaire**

#### **MUNICIPAL MANAGEMENT TRAINING AND DEVELOPMENT QUESTIONNAIRE (ATT: MRS M MAPHETO)**

#### **A SURVEY OF THE EFFECTS OF THE SKILLS DEVELOPMENT ACT 97 OF 1998 ON TRANSFORMING MUNICIPAL MANAGEMENT TRAINING AND DEVELOPMENT – A CASE STUDY OF THE GREATER TUBATSE LOCAL MUNICIPALITY**

#### **TARGET AUDIENCE**

To be completed by the management of the municipality – especially councillors, directors, managers and supervisors.

#### **PURPOSE OF THE STUDY**

To gather information as part of an empirical study for the transformation of municipal management training and development with reference to the *Skills Development Act 97* of 1998. The study will be beneficial to the municipality as an evaluation tool in its endeavour to apply and comply with government legislation. The research is undertaken for the completion of a master's degree in Public Management at the University of South Africa.

Proper municipal training and development will lead to the improvement of performance and service delivery to the community.

#### **CONFIDENTIALITY**

Please note that the researcher makes an undertaking that the responses provided in this questionnaire will remain anonymous and strictly confidential. No reference will be

made to any individual's name in the research results. **Actual names of participants are not necessary**; only the name of the occupied post is necessary. The questionnaires will be destroyed after completion of the study. A copy of the final report will be made available to the municipality. **Remember, there are no right or wrong answers.**

## EXPECTED QUESTIONNAIRE COMPLETION TIME

The questionnaire can be concluded in approximately ten minutes.

## SECTION A: BIOGRAPHICAL DATA – (MARK WITH AN X WHERE APPLICABLE)- USE A BLACK PEN

**NOTE WELL: EVERY PARTICIPANT IS REQUIRED TO FILL IN THE BIOGRAPHICAL DATA**

### 1.1 Gender

male	female
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### 1.2 Age group

18-20	20-30	30-40	40-50	50-60	60+
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### 1.3 Name of post occupied

Director	Manager	Supervisor	Other (specify)
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### 1.4 Number of years in post

Less than 1	2-5	5-7	7-10
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## 1.5 Level of formal education

No formal education	Lower than Grade 5	Lower than Grade 10
Grade 10	Diploma	Degree

## 1.6 Race

African	Coloured	Indian	White	Other (specify)
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## 1.7 Are you currently involved in further study (e.g. Certificate/Diploma/Degree)?

Name of further qualification:

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On a scale of 1-4, rate your agreement with the following statements by marking with an X in the appropriate block; 1 = strongly disagree; 2 = disagree; 3 = agree; and 4 = strongly agree.

**SECTION B: Opportunities created to motivate employees for training and development**

	1	2	3	4
1. My career goals are in line with institutional goals				
2. Training and development opportunities (e.g. learnerships) are provided				
3. Training courses are accredited				
4. Training courses lead to formal qualifications				
5. Training and development increase my work performance				

6. Training and development are paid for by the municipality				
7. Opportunities exist for career advancement after training and development				
8. I am satisfied with time off for study purposes (e.g. study leave)				
9. Training and development are recognised in the workplace				
10. I feel satisfied with feedback provided after training and development				
11. There exists open communication about training and development				
12. The selection process for training and development is fair and transparent				
13. Opportunities for personal career development exist				
14. Opportunities exist to be provided with a mentor in the workplace				
15. I am aware of the training and development policy of the municipality				
16. Training and development for management is encouraged and supported				
17. Training and development reduce labour turnover				
18. Training and development lead to reduced individual stress				

On a scale of 1-4 rate your agreement with the following statements; 1 = strongly disagree; 2 = disagree; 3 = agree; and 4 = strongly agree.

**SECTION C: Kinds and relevancy of training and development programmes provided**

	1	2	3	4
1. Training and development goals are linked to strategic goals of the municipality				
2. Training and development are relevant to the goals of my department				
3. Various management courses are offered (e.g. financial management)				
4. There are enough work-related workshops to be attended				
5. There are enough work-related conferences to be attended				
6. I feel empowered to apply the training and development received				
7. Communication about training and development is timeously given and clear				
8. Employees are encouraged to share their knowledge in the work-place				
9. I know the department's future training and development needs				
10. Participation in decisions on training and development is supported				
11. The SETA is involved in arranging various training and development courses				
12. Affirmative action policy is in the selection for training and development				
13. Attendance of learnership programmes is encouraged and				



supported				
14. The level of quality of training and development is suitable and relevant				
15. Training courses are accredited and lead to formal qualifications				
16. Personal development plans are supported and followed through				
17. The Work Skills Plan is developed and followed through				
18. I am pleased with the attendance of the following courses				
i Financial Management				
ii Human Resources Management				
iii Time Management				
iv Interpersonal Communication				
v Interpersonal Relations				
vi General Management				
vii Logistics (Asset) Management				

On a scale of 1-4 rate your agreement with the following statements; 1 = strongly disagree; 2 = disagree; 3 = agree; and 4 = strongly agree.

#### **SECTION D: Investment in training and development**

	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
1. I am aware of the existence of a budget for training and development				
2. There exists enough funding for training and development				
3. Communication is provided on funding for training and development				
4. Enough resources (stationery/computers) are provided				
5. The SETA is actively involved in funding				
6. The private sector (banks/mines) is also involved in funding				
7. There is an increment in the yearly training and development budget				
8. My input/participation into the departmental yearly budget is supported				
9. Access to information on training and development is supported				
10. Investment in training and development has fundamentally changed during the past ten years, i.e. from year 2000				

**THANK YOU FOR PARTICIPATING IN THE QUESTIONNAIRE.**

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## APPENDIX 3

### Letter of permission to conduct research

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UNISA PUBLIC ADMIN

SIEMENS

16:14:30

06-06-2011

1 / 1



*The GYM*  
**GREAT TUBATSE  
MUNICIPALITY**

South Africa's first democratic platinum city



**Enquiries:** Mkhabela S F  
013 231 1144  
083 300 6695

**To :** Mr Mohlala Gerald  
Postgraduate Assistant and Tutor - UNISA

**From :** Greater Tubatse Municipality

**Date :** 23 March 2011

Dear Mr Mohlala

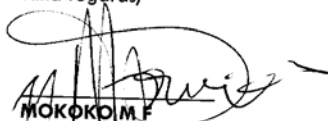
#### PERMISSION TO CONDUCT RESEARCH AT GREATER TUBATSE MUNICIPALITY

You are hereby granted permission to conduct your research study at our municipality as per your request dated the 04<sup>th</sup> of February 2011.

You are however requested to privilege this municipality on your findings/research report at the end of your research.

Hope you find this to be in order.

Kind regards,

  
**MOKOKO M F**  
**ACTING MUNICIPAL MANAGER**

1 Kastania Street  
P O Box 206, Burgersfort, 1150  
Tel: (013) 231 1000  
Fax: (013) 231 7467  
Website: [www.tubatse.co.za](http://www.tubatse.co.za)

## APPENDIX 4

### INTERVIEW QUESTIONS

Target Audience: Directors and Corporate Managers

1 What is the role of the Skills Development Facilitator (SDF)?

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2 Does the municipality have an employee training and development policy? (Is it a written document?)

If yes, state the main points (e.g. study leave arrangement)

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3 Who and how do you prepare the Workplace Skills Plan (WSP)?

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4 What is the role of the SETA in training and development in the municipality? (e.g. course accreditation/funding, etc)

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5 Does the municipality participate in learnership and other training programmes? (Please give examples of learnership and other training programmes attended by management) e.g. financial management

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## LEARNERSHIP PROGRAMMES: OTHER TRAINING PROGRAMMES

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6 Do you provide funding for the management cadre to complete university learning and training programmes?

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7 Do you think funding for training and development has been improving for the past years? (How can we substantiate this in terms of figures?)

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8 Briefly state how the municipality experienced transformation in terms of the Skills Development Act 97 of 1998 (as amended) since the year 2000? e g Learnership programmes, course accreditation, study leave, study stipend, funding, etc)

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**THANK YOU FOR YOUR PARTICIPATION**

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